



Weapons of Mass Destruction

Nuclear Scenario



**FEDERAL EMERGENCY MANAGEMENT AGENCY
EMERGENCY MANAGEMENT INSTITUTE**

Acknowledgement

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Section 1 – Overview of the Course

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Overview of the Course

Introduction

The President of the United States has, through the issuance of Presidential Decision Directive 39 (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local government's efforts to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a series of courses, consisting of three sessions, which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your jurisdiction's needs. This course involves nuclear terrorism.

Purpose

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, nuclear terrorism.

Rationale

Protecting the citizens in a jurisdiction is the primary responsibility of local government officials. The ability to fulfill this responsibility depends on the skills and abilities of local governments to apply their emergency management concept of operations in a timely and proficient manner when a WMD incident occurs.

Objectives

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional disaster and emergency management staff.
- Determine the adequacy of the jurisdiction's *resources* (e.g., personnel, material, and personal protective and other equipment) for response to and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Prerequisites for the Course

The course is designed with the following assumptions about participation:

1. The city or county conducting the course has an emergency operations plan (EOP) and standard operation procedures (SOPs).
2. The participants know and understand their roles and responsibilities, as defined by their EOP, are trained in their areas of expertise, and know their jurisdiction.

Target Audience

The following is a list of recommended participants, but it is not all-inclusive.

Recommended Audience for the Course	
Core Recommended Audience <ul style="list-style-type: none">• Chief Elected/Appointed Official• Fire Chief• Sheriff, Police Chief• Director, Emergency Services• Director, Public Works• Director, Public Health and Safety• Public Information Officer• Chief Financial Officer• Legal Counsel• Chief Medical Examiner/Coroner• Communications Director	<ul style="list-style-type: none">• Chief, Animal Care and Control Agency• Warning Coordinator• Coordinator of Volunteer Organizations• Director, Emergency Medical Service (EMS)• Director, Hazardous Materials Team (HMT)*• State and/or federal Representatives, as appropriate*• Area Military Representatives*• National Guard Representative• Department of Energy (DOE) Representative• Federal Bureau of Investigations (FBI) Representative*• Public Health Service Representative• Centers for Disease Control (CDC) Representative• Environmental Protection Agency (EPA) Representative• U.S. Coast Guard (USCG) Representative• Representatives of neighboring jurisdictions
Other Potential Participants <ul style="list-style-type: none">• Transportation Authority (Port Authority, Airport Authority, and/or Area Transportation Authority, etc.)*• Evacuation Coordinator*• Mass Care Coordinator*• Resource Manager	

* The target audience with an asterisk must be invited (if they are available).

Categories of Participants

The course has three categories of participants:

- **Instructor(s)** – the person or persons responsible for organizing the course, providing information to the participants before, during, and after the course, and conducting the actual course. The instructor should be skilled in facilitating meetings and have a general understanding of response requirements for WMD incidents. A skilled instructor who is knowledgeable of both the jurisdiction and WMD terrorism related issues would be ideally suited.

The instructor must have the full support of the jurisdiction's chief administrative officer and be authorized to ask assistance from staff members in preparing for the course.

- **Participants** – those carrying out the prescribed course tasks. The participants should include 10 to 15 local government senior staff members. Members of local political bodies and citizen organizations may also be invited to participate at the discretion of the jurisdiction.
- **Observers** – persons invited to learn from the course by watching or provide additional resources or advice. Allowing non-participants to observe the course is an effective way to spread the benefit; however, it is optional. The instructor and the participating jurisdiction would make the decision. Observers could be other staff members from participating departments, staff members from non-participating departments, elected or appointed local officials, and jurisdictional representatives. Staff members from other nearby jurisdictions might also be invited. By including observers, a jurisdiction would be increasing the impact of the course as a learning tool.

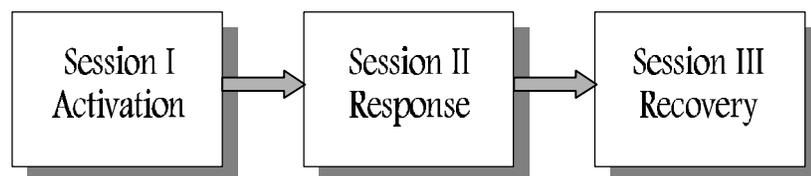
Overview of the Course

Experience demonstrates that preparing in advance improves performance when disaster strikes. This course provides you with an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically nuclear terrorism, so that you can take actions now to be better prepared should a real event occur.

This course simplifies, orders, and rationalizes events during a period of time characterized by incredible confusion and complexity, pressure to do everything at once, and intense emotions. However, each session does cover key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.

The course scenarios are not designed to reflect your jurisdiction's political context, though you should consider how major political issues influence your actions and decisions. This course does not cover the technical details of responding to a terrorist incident involving radiation. Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction's ability to recover. A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course, mainly because it would take too long to adequately explain them. However, a list of resource materials that you can obtain for additional information is provided.

The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



Length and Schedule for the Course

This course is designed for completion over a three-day period, one-half day for each session, though it offers flexibility to jurisdictions. The following is a suggested content outline.

Content Outline

Day One (four to six hours)

Introduction

Welcome and Introductions

Review of Administrative Details

Course Purpose and Objectives

- Purpose
- Objectives
- Role of Participants
- Expected Outcomes

Growing Risks and Threats of WMD Terrorism-Related Incidents

- Definition of WMD Terrorism-Related Incidents
- Characteristics of WMD Terrorism-Related Incidents
- Risk and Threats of Exposure to WMD Terrorism-Related Incidents

Individual Needs Assessment

Session I: Notification, Activation and Assessment of the WMD Incident

Purpose of the Session

Objectives of the Session

- Instructions
- Scenario Background Information

Scenario

Facilitated Discussion

Debrief

Action-Planning Session

Wrap Up

Day Two (four to six hours)

Session II: Response to the WMD Incident (Nuclear Detonation)

Purpose of the Session

Objectives of the Session

- Instructions
- Scenario Background Information

Scenario

Facilitated Discussion

Debrief

Action-Planning Session

Wrap Up

Day Three (four to six hours)

Session III: Recovery from a Nuclear Terrorism Incident

Purpose of the Session

Objectives of the Session

- Instructions
- Scenario Background Information

Scenario

Facilitated Discussion

Debrief

Wrap Up

Course Action-Planning Session

Summary and Conclusion

One-Day Plan

Jurisdictions have the option of conducting this course in a single day lasting between eight and ten hours. This option sacrifices much of the detailed validation and/or assessment of current plans and procedures and is not recommended. If this option is selected, the following is a suggested content outline for the course and includes a working level.

Content Outline

Single Day (eight to 10 hours)

Introduction

Welcome and Introductions

Review of Administrative Details

Course Purpose and Objectives

- Purpose
- Objectives
- Roles of Participants
- Expected Outcomes

Growing Risks and Threats of WMD Terrorism-Related Incidents

- Definition of WMD Terrorism-Related Incidents
- Characteristics of WMD Terrorism-Related Incidents
- Risk and Threats of Exposure to WMD Terrorism-Related Incidents

Individual Needs Assessment

Session I: Notification, Activation and Assessment of the WMD Incident

Introduction

Scenario

Facilitated Discussion

Transition and Wrap Up

Overview

**Session II:
Response to the WMD Incident (Nuclear Detonation)**

Introduction

Scenario

Facilitated Discussion

Transition and Wrap Up

Session III: Recovery from a Nuclear Terrorism Incident

Introduction

Scenario

Facilitated Discussion

Wrap Up of Scenario Discussions

Action-Planning Session

Summary and Conclusion

Section 2 – Conducting the Course

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Conducting the Course

Guidelines for Facilitating the Course

Instructor's Role

The key to an effective delivery is the instructor. The primary role of the instructor is as a facilitator, not as the fountain of all wisdom and the source of all knowledge. The goal is group discussion and participation.

Knowledge

To be effective, an instructor should be prepared with the following:

- An understanding of the course subject matter and the community
- A thorough understanding of emergency management and WMD issues
- Experience in developing, conducting, and participating in similar courses

Presentation Skills

Instruction is often identified with stand-up lectures. However, in this course the skills are learned through facilitation, rather than presentation. For this reason, “presentation skills,” take on a greater dimension. These skills can include any of the facilitator skills.

Set the Stage

- Establish a relaxed atmosphere
- State purpose and objectives
- Explain ground rules
- Present the narrative

Leading a Discussion

A discussion format is effective when class members have experience in emergency management. Draw from the participants and be prepared to add examples and explanations from your experience. You will discover that many of the participants will have a wealth of experience, which is a learning source for other participants. Discussions will also reveal knowledge and experience gaps.

The success of a discussion can be measured by how closely two criteria are met:

- Participants' understanding of the concepts, and
- Active participation

Following these general guidelines will increase the success of the discussion:

- Ask open-ended questions
- Push past simplistic solutions and encourage thinking “out of the box”
- Record issues/comments
- Add examples and discussions from your own experience
- Model good listening and response skills

Using Questions Skillfully

A good discussion often grows out of good questioning techniques. The following are some tips:

- Spread your questions around the group
- To ensure that everybody thinks about a question, first direct your question to the whole group and then wait a minute before directing it to an individual.
- Ask challenging or stimulating questions
- Ask open-ended questions

Conducting the Course

Training Methods

This course is performance-based. The emphasis is less on telling and more on assisting participants to do. The assumption is that participants come with knowledge and experience from which they can draw. To make this course as practical as possible, relate the concepts to participant experiences and problems. Your role as an instructor is to help them apply their experience and knowledge.

Creativity and flexibility are key words in this course. The course requires adaptation to individual needs.

The following is a partial list of requirements to ensure the success of the course:

- Remember to mail the participant checklist to the participants three weeks prior to the class.
- Circulate the class roster and have the participants sign-in.
- To be successful, this course requires a minimum of two instructors.
- The lead instructor must be well versed with emergency management issues and know the jurisdiction and its issues well.
- The secondary instructor must be knowledgeable and well versed in WMD issues.

Responsibilities

Lead Instructor

Must have a deep understanding of the course content and must assume primary responsibility for:

- Modifying the course to meet the unique needs of the jurisdiction
- Serving as the lead facilitator
- Managing and organizing the course
- Maintaining an appropriate pace

Secondary Instructor

The secondary instructor serves as an additional trainer with a firm knowledge of WMD terrorism. The responsibilities include

- Facilitation
- Facility arrangement
- Arranging for special course needs: audio visual equipment and materials, flip charts, newsprint, markers
- Dealing with special needs of participants

Guidelines for Delivery of the Course

1. For participants, select high-level staff persons from 10 to 15 departments to form a small working group in which each participant can interact freely with all others. Invite additional staff members to observe. Refer to the table of suggested participants for guidance (in Section 1).
2. The success of the course depends on total concentration of all participants throughout the course. If possible, arrange to conduct the course away from the normal work place to reduce chances for interruption.
3. Find a room that will display computer-generated presentations, if you are using Powerpoint slides. The room should be equipped with an overhead projector and screen if you are using overheads.
4. The room should contain a large table that will accommodate 10 to 15 individuals and the resource materials such as the map. The walls should allow for taping of flipcharts or pushpins.
5. Let participants know that they must be on time for the course and that they should not have any interruptions due to phone calls or urgent meetings. (Responses to actual disasters or emergencies will, of course, take precedence over course activities.)

Guidelines for Conducting the Sessions

The following are general guidelines for conducting each session during the course; specific guidance is provided in the instructor's introduction to each session.

- The sessions are in rough chronological order, but in reality, many activities would be occurring simultaneously.
- Each scenario is a realistic depiction of a WMD nuclear incident and is designed to accurately stress local response capabilities for the purpose of determining the strengths and weaknesses in the jurisdiction's preparedness program.
- The participants examine a single scenario in three distinct sessions, each examining a different phase of the scenario.
- The instructor introduces each session by highlighting the details.
- Following the introduction by the instructor, each participant reviews the sessions from the point of view of his/her role and responsibilities in the preparation for, management of, and response to the WMD incident.
- Following the review of the information presented in each session, the participants participate in a facilitated discussion to explore the strengths and weaknesses of their plans, procedures, policies, training, and resources.
- All the tasks can be accomplished using the local emergency operations plan, emergency action checklists, and knowledge of local policies and procedures, as indicated.
- At the conclusion of each session, the instructor will debrief participants. The instructor will ask participants to evaluate their jurisdiction's emergency procedures and list positive and negative points. From this list, participants will have materials to enhance their emergency operations plans and action plans.

Course Materials

To conduct the course, you will need to assemble some readily available supplies and standard local documents. Use the following checklists to prepare course materials.

Instructor Workplan

An important aspect of facilitating this course is taking the time to ensure that you are adequately prepared for each phase of the course: before, during, and after. The instructor checklists include specific timelines for completion of tasks. It is strongly recommended that you adhere to these guidelines. You will find instructor checklists at the end of this section.

Participant Checklists

The Participant Checklists should be sent to participants prior to the course. They are included following the instructor workplan. A Participant Roster is included so that you may record attendance.

Conducting the Course

Course Material Requirements

Exercise: Use the following checklist in preparing for the course.

Training Facilities

- A meeting room large enough to accommodate participants
- A table large enough to comfortably seat the invited participants
- Tables for supplies
- Extra seating for guests or observers
- Refreshment table (optional)

Materials and Supplies

- Instructor Guide and Student Manual developed
- Copies of all participants' materials, one per person – except where noted. Have a few extras of all materials just in case visitors or participants are added to the course at the last minute. (Refer to the Training Materials Checklist)
- Copies of all the overheads to be used in the program, arranged in order of use

Equipment and Supplies

- Overhead projector
- Computer and screen display equipment (if using Powerpoint slides)
- Projection Screen
- Two flipcharts, easels and paper
- Felt-tipped markers
- Several rolls of masking tape
- Name tents
- Pens, pencils, and writing pads for participants

Documents

- Jurisdiction's Emergency Operations Plan
- Standard Operating Procedures
- Zoning maps
- Base Maps*

*One or more copies of a base map of the jurisdiction are essential. The map should be the largest scale (most detailed) available that can fit in the room that is to be used for the course. It should show major properties, highways and streets, major facilities, and if available, parcel boundaries. If the jurisdiction is geographically large, a table-top-sized map probably will not show individual parcels. You may want to include pocket-sized maps of the transit system for each participant's use.

Instructor Workplan

Before (six weeks)

Design Phase

Note: Customize the course as appropriate. For example, if there is no transit system in the jurisdiction, adjust the scenario accordingly.

Week One – _____

- Review objectives of course.
- Identify and coordinate with local jurisdiction and State points of contact to establish liason.
- Determine composition of scenario development and conduct teams and assign responsibilities.
- Identify special local issues for discussion, if any exist. (Example: if responders from different agencies or departments do not have compatible communication systems, include the topic in the facilitated discussion.)
- Determine format and method of assessment to be used; e.g., report, presentation, etc.
- Develop detailed milestones for completion; i.e., enter dates on this workplan.

Development Phase

Week Two – _____

- Review instructor materials and research scenario specific information.
- Coordinate with local jurisdiction and/or State points of contact to receive copies of local plans, maps, procedures, etc.
- Coordinate with local point of contact to finalize the date, time, and location of WMD course.
- Confirm target audience (participants) for course and issue invitations/notifications.

Week Three – _____

- Review local information and materials, such as EOP, SOPs, maps, etc. (If there are glaring omissions in the EOP or SOPs, be prepared to include the topics in the facilitated discussion.)
- Develop list of site/location specific information necessary to complete the scenario.
- Draft agenda for course.
- Begin content development/scenario revision.
 - Look for items that appear in *italicized brackets []* within the scenario – these items should be changed so as to be site-specific.
- Coordinate with State training officer to develop a graphic depiction of the scenario if possible.
- Send a letter specifying prerequisites for the course, the agenda and draft, and *Participants' Checklist: Before the Course* (included at end of this section).

Conducting the Course

Instructor Workplan

Before (six weeks)

Week Four – _____

- Complete and review first draft of scenario.
- Review scenario based on team components/participants.
- Determine what additional facilitation aids will be required and begin development of materials.

Week Five – _____

- Finalize scenario.
- Review participant and instructor materials.
- Confirm number of participants and arrange for duplication/production of participant materials – sufficient numbers of binders are needed to provide one per participant.
- Request biographic summaries on each participant.

Week Six – _____

- Final review and approval of scenario, participant and instructor materials and other materials.
- Dry run for conduct.
- Assemble scenario packages for participants and instructors. Binders should include the following:
 - Binder cover page
 - Inside cover page
 - Agenda
 - Introduction
 - Objectives
 - Ground rules and tips for participants
 - Personal needs matrix
 - Session background and scenarios (these should be sealed – cover page, scenario info – plus any graphics as deemed appropriate and obtained from State or local points of contact, and questions).
 - Action-Planning Questions
 - Action-Planning Matrices
- Review biographic summary of each participant.

Instructor Workplan

During (one week)

Conduct Phase

Week Seven – _____

Days of Conduct

- Conduct the course.
- Evaluate performance and assess training value.
- Conduct action-planning sessions and “hotwash” debriefing sessions with participants and instructors.
- Distribute and collect participant evaluation form.

Week Seven – _____

Day after Conduct

- Debrief among instructors and evaluators.
- Assess design, development, conduct, and evaluation process.

Conducting the Course

Instructor Workplan

After (three weeks)

Evaluation Phase

Week Eight – _____

- Review participant comments
- Develop outline and begin drafting evaluation for report or presentation purposes.
- Formulate recommendations for modifications to policy, program, plan or procedures.
- Incorporate results of action planning session into course report.
- Complete draft of report/presentation.

Week Nine – _____

- Review evaluation report/presentation among instructors, evaluators, and state and local points of contact.

Week Ten – _____

- Incorporate comments as appropriate and revise final version.
- Present findings to appropriate managers and personnel.

Participants' Checklist

Instructions: Please use the following checklist and mark each item as you complete the task.

Before

- Locate and review a copy of your jurisdiction's Emergency Operations Plan (EOP).
- Be knowledgeable about the following Annexes (or their equivalent) in the EOP: Direction and Control, Activation and Notification, Public Warning and Public Information, Communications, Evacuations, Sheltering, Incident Command System (if used in your jurisdiction), Resource Management, Health and Medical, and Intergovernmental and Intragovernmental Liaisons.
- Locate and review a copy of your jurisdiction's Standard Operating Procedures (SOP) for emergencies, and policies and procedures related specifically to emergencies.
- Locate and review a copy of your roles and responsibilities during an emergency.
- If possible, bring a copy of relevant SOPs, and if available, the EOP to the course.
- Determine if your jurisdiction has a WMD or Terrorism Annex (if you do, bring it to the course).

During

- Participate fully in the course activities.
- Use this time to plan how you will work with your jurisdiction to improve your capability to respond effectively to a WMD incident.
- Respect your peers' opinions.
- Listen with an open mind.
- Don't monopolize the conversations.

After

- Use Action-Planning guides, worksheets, and checklists to initiate planning actions when you're back on the job.
- Assess your progress in meeting your projected tasks and actions in three and six month intervals.
- Review your EOP and SOPs at least annually to ensure their currency.
- Complete any evaluation or after-action reports that are required by your jurisdiction.

Conducting the Course

Participant Roster

Instructor (s):

Date:

Time:

Location:

Participant Name	Department/Jurisdiction/Position
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
OTHER ATTENDEES:	

Emergency Action and EOP Assessment Checklists



Use the following checklist as a tool during the review of the local EOP.

The blank rows are provided to allow additional analysis and highlight any special innovations contained in the local EOP.

This checklist will provide you a basis for learning about the EOP, SOPs and other documents.

Provide a copy of this checklist (without your notes) to the participants during the final Action Planning Phase.

Conducting the Course

Emergency Action and EOP Assessment Checklist: The Early Stage			
Description/Function	Adequate	Inadequate	Missing
Direction and Control			
Describes the command structure, specifying who will be in charge during emergency response operations.			
Specifies the authorities and limitations of key personnel.			
Identifies roles and responsibilities for key personnel during the initial stages of the WMD threat.			
Includes provisions for coordinating and communicating among all jurisdictions and agencies.			
Hazard Assessment			
Contains a hazard vulnerability assessment that looks into WMD incidents, including impact, risk areas, evacuation routes, response efforts, etc.			
Considers special needs for such an event, such as personal protective equipment and need for rapid response.			
References procedures for detection, monitoring, and sampling of WMD agents or materials.			
Notification and Activation			
Includes a formalized procedure for notifying key personnel through a current alert list, notification table, or cascade notification system.			
Specifies procedures for notification of key personnel of the threat.			
Includes current telephone numbers for key personnel.			

Emergency Action and EOP Assessment Checklist: The Early Stage

Description/Function	Adequate	Inadequate	Missing
Identifies special requirements or recommended notifications to State and or federal officials when dealing with a WMD incident.			
Specifies procedures for activation of the EOC.			

Communication Systems (External and Internal)

Specifies requirements for a backup system and monitors its implementation.			
Clearly defined reporting procedures and mechanisms for communicating across all agencies and for inter/intra jurisdictional communication.			

Warning and Emergency Public Notification

Includes written procedures for keeping key personnel's family members apprised of the situation and the status of their immediate family.			
Policy that states how information will be communicated to the public – when it has to be relayed immediately.			
Describes sources for disseminating public information (Emergency Alert System (EAS), television stations, radio stations, cable outlets, newspapers, etc.). Source listing includes telephone numbers.			
Describes back-up sources for disseminating information (vehicle-mounted public address systems, door-to-door, etc.).			
Describes resources for disseminating information to those with language barriers or disabilities (sight, hearing, etc.).			
Supplementation of the EAS (as appropriate).			

Conducting the Course

Emergency Action and EOP Assessment Checklist: The Early Stage

Description/Function	Adequate	Inadequate	Missing
Includes instructions on who should activate the emergency public information organization, notification procedures, and where personnel should report.			
Provides roles and responsibilities of the emergency management team and specifies the actions that should be taken.			
Has prewritten messages for the public in dealing with a nuclear detonation.			
Authorities			
Indicates who has authority to open the EOC, declare an emergency, etc.			
Includes lines of succession in case an individual is out of town or dies			
Immediate Actions			
Includes evacuation and/or sheltering procedures and procedure for determining the appropriate protective action.			
References procedures for first medical response, e.g., self-aid, buddy-aid, and initial treatment in a contaminated environment.			
Includes protective action implementation procedures for special populations and facilities.			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	Adequate	Inadequate	Missing
Communication Systems			
Specifies methods for communicating between the EOC, field forces, control centers of emergency operations, radio/TV stations, hospitals, ambulance dispatch centers, adjacent jurisdictions and military installations, State EOC, etc.			
Has plans for augmentation of local capability by higher levels of government.			
Clearly specifies requirements for a backup telecommunications system.			
Identifies support groups for providing communications (Amateur Radio Emergency System (ARES), citizens band groups, taxi and transit companies, etc.).			
Identifies the type of equipment required for backup support and resources for obtaining it.			
Resource Management			
Describes the roles and responsibilities of those involved with resource management.			
Personnel and Equipment Resources			
Includes provisions for obtaining special protective gear and special medical supplies such as antidotes.			
Includes procedures for requesting assistance (be specific) and prioritizing needs.			

Conducting the Course

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	Adequate	Inadequate	Missing
Public Affairs			
Provides guidance on how the jurisdiction should deal with media convergence.			
Provides guidance on obtaining credentials for media representatives and for coordinating with law enforcement regarding access to the scene.			
Includes a resource listing of sources that can provide accurate and timely information on a nuclear detonation and the required protective actions.			
Provides guidance on how the core emergency management team staff will be augmented to handle a surge in the public's and media's demands for information.			
Authorities			
Specifies appropriate authorities as applicable to particular functions.			
Authorities specify types of emergency powers available and who has authority to enact them.			
Actions			
Includes rescue operation procedures.			
References medical facility plans or jurisdictional disaster health plan which addresses adequacy of facility and personnel, handling contaminated persons, a casualty-tracking system, handling contaminated human remains.			
Includes procedures for management of field response, including emergency worker exposure control, emergency worker decontamination, security and			

Emergency Action and EOP Assessment Checklist: Response			
Description/Function	Adequate	Inadequate	Missing
accountability, and supply/re-supply of WMD-unique materials.			
Includes procedures for continuing WMD hazard assessment.			
Includes procedures for traffic and access control.			

Conducting the Course

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	Adequate	Inadequate	Missing
Public Affairs			
Includes provisions for keeping families notified about the status of their loved ones.			
Specifies provisions for setting up a joint information center.			
Security and Control Issues			
Includes procedures for general security and property protection issues – martial law, use of National Guard, looters and gangs, etc.			
Personnel and Equipment Resources			
Includes a resource listing (database, SOP, or attachment to SOP) that identifies resources for personnel, communications equipment, vehicles, decontamination materials, potable water.			
Specifies procedures for financial (record keeping) and legal accountability.			
Includes procedures for distributing resources (goods and services).			
Includes rules and regulations regarding emergency procurement procedures.			
Provides directions for support facilities such as staging areas, warehouse and distribution centers, and mobilization centers.			
Applicable annexes specify procedures for obtaining augmentation personnel, including evidence of credential requirements, where needed.			
Includes procedures for requesting mutual aid teams from neighboring jurisdictions, from State sources,			

Emergency Action and EOP Assessment Checklist: Recovery Phase

Description/Function	Adequate	Inadequate	Missing
such as the State Guard, and from Federal sources, such as the military, Centers for Disease Control, and the National Disaster Medical System.			
Includes specifications about what to do with excess resources (during recovery).			
Includes provisions for 24-hour operations.			
Requests assistance according to the EOP and proper protocol.			
Other Resources			
Includes specifications about how to manage volunteers and addresses liability issues concerning their use.			
Includes provisions for what to do with donations and how to manage them.			
Agreements			
Includes mutual aid agreements and/or intergovernmental agreements for the following: mortuary services, medical response teams, resources.			
Authorities			
Includes a reference to the Stafford Act and the authorities it conveys, including reporting structures and management of operations.			
Authorities provide for access to, use of, and			

Conducting the Course

Emergency Action and EOP Assessment Checklist: Recovery Phase			
Description/Function	Adequate	Inadequate	Missing
reimbursement for private sector resources in an emergency, and for emergency procurement procedures.			
Re-entry			
Includes procedures for certifying an area safe for evacuees to return to their homes or businesses.			
Restoration			
Includes guidance on developing a recovery/restoration plan to restore economic, political, and jurisdictional viability to areas impacted by WMD effects.			

Section 3 – Introduction to the Course

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Introduction to the Course

Purpose

The course introduction provides you with a sense of the structure of the course, what you will gain from participation, and your role in the course. This section also provides background information pertaining to WMD terrorism events.

Objectives

During this section, you will accomplish the following objectives:

1. Meet your fellow participants.
2. Become acquainted with the purpose and objectives of the course.
3. Learn expected outcomes from course participation.
4. Learn your role as a course participant.
5. Review course material requirements.
6. Learn the definition, characteristics, and risks, threats and exposure of WMD terrorism-related incidents.

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Introduction to the Course

Welcome and Introduction

Review of Administrative Details

Icebreaker

Background

Overview of the Course

- A. Purpose
- B. Objectives
- C. Expected Outcomes
- D. Role of Participants
- E. Course Materials
- F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Individual Needs Assessment

Welcome and Introduction

Welcome the participants. Give the title of the course, its length, information on breaks. Briefly introduce yourself.

Review of Administrative Details

Announce pertinent administrative details such as the location of restrooms, how to get messages, etc. Emphasize that phone calls are discouraged.

Icebreaker

It is assumed that participants are acquainted with each other. In order for you to become acquainted with the participants, have them introduce themselves. Name tents should be used to assist the facilitation process.

Background

The President of the United States has, through the issuance of Presidential Decision Directive (PDD-39), assigned to the Federal Emergency Management Agency (FEMA) lead federal agency responsibility for consequence management of terrorism. As such, it is FEMA's responsibility to ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested. The President's highest priority is to assist State and local governments to develop effective capabilities for reducing and managing the consequences of terrorist use of weapons of mass destruction (WMD).

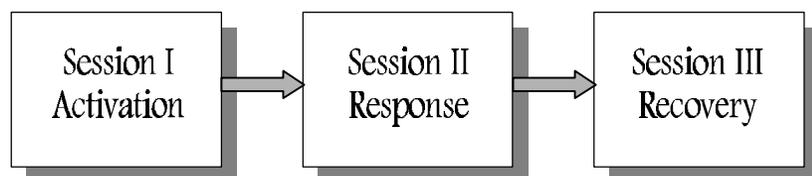
As part of its strategy to execute its mission, FEMA's Emergency Management Institute (EMI) has developed a course consisting of three sessions, each of which simulate the types of challenges faced by local communities following a WMD terrorist incident. The sessions are designed to help you analyze, discuss and identify your community's needs. This course involves a terrorist nuclear incident.

Main Points:

- Through PDD-39, the President has assigned FEMA lead federal agency responsibility for consequence management of terrorism.
- FEMA must ensure that the State and local response plans, procedures, policies, and capabilities are adequate and tested.
- Priority is placed on assisting State and local governments in developing effective capabilities for reducing and managing the consequences of the terrorist use of weapons of mass destruction.
- EMI has developed three sessions designed to help analyze, discuss, and identify community needs.

Overview of the Course

- This course provides an opportunity to identify the issues involved and problems you will face in responding to a WMD incident, specifically nuclear terrorism, so that you can take actions now to be better prepared should a real event occur.
- This course simplifies, orders, and rationalizes events during a period of time characterized by confusion and complexity, pressure to do everything at once, and intense emotions.
- Each session covers key elements that are likely to be encountered in responding to a WMD event. The incident is presented in three time-sequenced sessions to allow you to focus on immediate, mid- and long-term response and management issues.
- There are several areas that this course does not address because its scope does not include these issues. These include:
 - Course scenarios are not designed to reflect your community’s political context, though you should consider how political issues influence your actions and decisions
 - The course does not cover the technical details of responding to a terrorist incident involving radiation.
 - Economic and fiscal matters are only tangentially included, although they have a significant impact on the jurisdiction’s ability to recover.
 - A detailed discussion of FEMA disaster assistance programs and requirements are not incorporated into the course.
- The course consists of the introduction and three sessions that are to be completed in sequence, as illustrated below.



A. Purpose

Purpose

Improve local government's ability to prepare for, manage, and respond to a mass-casualty nuclear terrorism incident

1

Show visual as you explain the purpose of this course.

The primary purpose of this course is to improve the ability of local governments to prepare for, manage, and respond to mass casualty terrorism incidents involving the use of WMD – for this course, nuclear terrorism.

B. Objectives

Objectives

At the conclusion of this course, you should be able to:

- Exercise greater leadership in preparing for and managing response to WMD terrorism
- Analyze plans, policies, procedures, and other preparedness elements currently in place

2

Show visuals as you review the objectives of the course.

At the conclusion of this course, participants should be able to do the following:

- Exercise greater leadership in preparing for and managing response to WMD mass casualty terrorism incidents through a better understanding of their jurisdiction's response capabilities.
- Analyze the appropriateness of *plans, policies, procedures*, and other preparedness elements currently in place to respond to and recover from a mass casualty terrorist incident.
- Determine the adequacy of the level of *training* of jurisdictional emergency management staff.
- Determine the adequacy of the community's *resources* (e.g., personnel, material, and personal protective equipment) for response and recovery from a mass casualty incident.
- Identify the coordination requirements among local, State, and federal governments for response to WMD terrorist incidents.

Objectives (con.)

- Determine the adequacy of jurisdictional emergency management staff training
- Determine the adequacy of the jurisdiction's resources
- Identify coordination requirements among local, State, and federal governments for response to WMD incidents

3

C. Expected Outcomes

Expected Outcomes

- Action plans that identify tasks, problems, issues
- Strengths and weaknesses of EOP, SOPs, policies
- Checklist that identifies EOP areas for improvement
- List of resource requirements and shortfalls

4

Show visual as you discuss the expected outcomes of the course.

At the end of this course you should have the following information to take back to your office and agency to begin the planning required for a successful response effort:

- Action plans that identify specific tasks, problems, and issues that need attention;
- Strengths and weaknesses of your existing EOP, SOPs, and policies;
- A checklist that identifies the areas of your EOP that require updating or more information;
- Listing of resource requirements and shortfalls.

This course is not a success unless you go back to your office and follow-through. These tools are designed to put you on the right track.

D. Role of Participants

Role of Participants

- Participate fully
- Assume your normal responsibilities and duties that you perform in an emergency
- Be open-minded and flexible
- Be proactive in your actions
- Suspend judgment

5

Show visual as you review the role of the participants.

You have the following role in these activities.

- Participate fully.
- Assume your normal responsibilities and duties that you perform in an emergency.
- Be open-minded and flexible.
- Be proactive in your actions.
- Suspend judgment.

E. Course Materials

Course Materials

The student manual contains:

- instructions
- scenario information
- checklists
- references
- glossary

6

Show visual as you go over the course materials requirements.

The student manual is your primary source of information. It is designed as a workbook to use during the course. It includes all the instructions, scenario information, worksheets, references, and glossary. You are encouraged to follow along and take notes.

F. Growing Risks and Threats of WMD Terrorism-Related Incidents

Definition of WMD Terrorism-Related Incidents

Definition

WMD Terrorism-Related Incidents:

Use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists

7

Show visual as you define the WMD terrorism-related incidents.

Definition of WMD Terrorism-Related Incidents:

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Characteristics of WMD Terrorism-Related Incidents

Characteristics

WMD Terrorism-Related Incidents:

- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy and kill

8

Show visual as you talk about characteristics of WMD terrorism-related incidents.

Characteristics of WMD Terrorism-Related Incidents:

- May be no advance warning
- Agent often unknown
- A crime scene
- Rapid response time required
- Designed to maim, destroy, and kill

A terrorist attack can take many forms, depending on the technological means available to the public, the nature of the

political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used method of attack.

Terrorism-related incidents are designed to maim, destroy, and kill with the hope of getting extensive media coverage and instilling fear and panic in the public. These incidents often occur without warning and the agent of destruction is often unknown. This poses problems for first responders in dealing with the incident.

Terrorist-related incidents become crime scenes and pose a new problem – that of preserving and collecting evidence. These incidents require rapid response time and can result in similar events occurring shortly after the first event.

Risks, Threats, and Exposure of WMD Terrorism-Related Incidents

Risks and Threats

- Possible wide dissemination
- Very short timeframe for lifesaving treatment
- Public may panic – causing confusion and chaos
- Mass casualties likely

9

Risks and Threats (con.)

- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- Some WMD agents can kill quickly

10

Show visuals as you discuss the risks, threats, and exposure of WMD incidents.

Risks and Threats:

- Possible wide dissemination of effects
- Very short timeframe for lifesaving treatment
- Public will panic – causing confusion and chaos
- Mass casualties likely
- Could require unavailable antidote or treatment
- Local first responders unlikely to be trained
- Some WMD agents can kill quickly

WMD incidents pose numerous threats and risks for the public, law enforcement officials, first responders, and all others affected by the incident. Because there are many unknowns involved in these events, most local emergency management systems are not equipped to handle them. With many WMD terrorism weapons, first responders may not recognize the agent or know its effects. Thus, they may not be adequately protected and may become victims themselves.

Some chemical agents can spread quickly through the air, ventilation systems, and vapors, thus potentially affecting a large

Introduction

number of individuals. With most chemical weapons, there is a need for decontamination, which often drains resources. In other situations, an antidote or other treatment may be needed in a short timeframe (minutes), resulting in more fatalities if it is not available or in insufficient quantity.

These are just some of the risks and threats posed from WMD. Each WMD will cause different effects. This course should help you to begin thinking about the implications of such an event for your agency and jurisdiction.

Individual Needs Assessment



As you begin the course, provide participants with the following worksheet (one copy for each session – if conducted over a three day period). Participants may use the sheet to record issues to be resolved or actions to be taken following this course. The worksheet is most helpful to provide needed details when the final action-planning phase begins.

Encourage participants to remove this sheet from their binders and use throughout the course as a note-taking device.

Transition to the first session: Activation and Assessment of the WMD Incident (Nuclear Detonation).

Individual Needs Assessment

Instructions: Use this worksheet to record issues to be resolved or actions to be taken following this course.

Clarification Points

Planning/Procedure Needs

Training Needs

Resource Needs

Section 4 – Session I

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Session I – Day One

Notification, Activation and Assessment of the WMD Incident

Purpose

Purpose
<ul style="list-style-type: none">• Helps you focus on the immediate concerns following a WMD incident• Focuses on issues you will face in discovery, activation, notification and assessment
11

The first session of this course provides an opportunity to focus on immediate concerns following the report of a nuclear WMD incident. It deals with the issues you will face during the discovery, activation, notification, and assessment phases. It addresses the jurisdiction’s emergency management team and their role in managing the response activities at the incident site.

Objectives

Objectives
Upon completion of this session, you will be able to:
<ul style="list-style-type: none">• Determine adequacies of authorities for dealing with the incident• Assess the overall validity of the jurisdiction’s EOP• Assess direction and control procedures
12

Upon completion of this session, you will be able to:

1. Determine the adequacies of authorities in dealing with the incident, including whether there are specifications for lines of succession.
2. Assess the overall validity of the jurisdiction’s Emergency Operations Plan (EOP), Standard Operating Procedures (SOPs), and other documents for dealing with the incident.
3. Assess direction and control procedures.
4. Assess communication systems.
5. Assess notification and activation procedures.
6. Assess warning and emergency public information procedures.
7. Assess procedures for hazard assessment.
8. Determine the jurisdiction’s capabilities for an effective response.

Objectives (con.)
<ul style="list-style-type: none">• Assess communication systems• Assess notification and activation procedures• Assess warning and emergency public information procedures• Assess procedures for hazard assessment
13

Objectives (con.)

- Determine the jurisdiction's capabilities for an effective response
- Improve coordination among jurisdictional emergency management elements
- Determine resource and response requirements
- Determine staffing requirements
- Other objectives defined by the jurisdiction

14

9. Improve coordination among jurisdictional emergency management elements.
10. Determine resource and response requirements.
11. Determine staffing requirements.
12. Other objectives (as developed by the jurisdiction).

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Notification, Activation and Assessment of the WMD Incident

Introduction

Scenario

Facilitated Discussion

Debrief

Action-Planning Session

Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The WMD Event Occurs

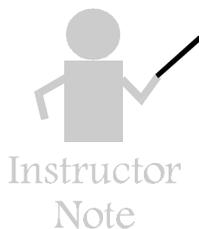
- Detonation of a nuclear device by a terrorist group
- Key members of the jurisdiction's executive staff and emergency management team are killed
- Traffic gridlocked due to spontaneous evacuation
- National Response Center (NRC) notified

15

On an ordinary day, you're faced with a calamitous situation. An explosion downtown takes out governmental offices and sends a fireball and mushroom cloud into the sky. Reports from a radio station indicate that a terrorist organization claimed responsibility for detonating a nuclear weapon. Citizens spontaneously evacuate the area. With a situation like this, you've got a lot of issues to attend to. Do you know where to start and what to do?

Scene I – The WMD Event Occurs

- Detonation of a nuclear device by a terrorist group
- Key members of the jurisdiction's executive staff and emergency management team are killed
- Traffic gridlocked due to spontaneous evacuation
- National Response Center (NRC) notified



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.
2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.
3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This nuclear WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a nuclear terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

Instructor's Background Information on the Incident – Scene I

This nuclear terrorism scenario portrays an incident that local response groups and agencies can use to evaluate their coordination and response capabilities. They may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a nuclear terrorism incident and does not represent an actual event.

This scenario takes place in *[name of city], [name of State]. [A brief description of the location of the nuclear incident, a parking facility adjacent to either the City Hall or Administration building. If the building is named, use the proper name and highlight some of the major tenants in the building. The building selected should house the chief executive (mayor, etc.) of the jurisdiction.] [The location of the detonation should be a multi-story parking facility located near or adjacent to the city hall.]*

[Provide a brief description of any local hazards near the incident site or immediately surrounding the site that might complicate the response to the incident and its initial accompanying fires.]

[The timing of the incident should be based on normal office operation hours, because the scenario addresses the chain of succession as it relates to consequence management.]

Highlights of this scene include:

- ◆ Detonation of an improvised nuclear device (IND) with a gun-type detonating mechanism by a terrorist group.
- ◆ Elements of the jurisdiction's executive department and several key members of the jurisdiction's emergency management team are killed in the explosion.
- ◆ HAZMAT teams are equipped with CDV-750/1500, CDV 700 or 715 survey meters.
- ◆ Spontaneous evacuation creates traffic havoc and overwhelms police.
- ◆ The State and the National Response Center (NRC) are notified of the incident.

Responders are challenged to:

- ◆ Determine the extent of the contamination from radioactive material (fallout) generated by the attack,
- ◆ Determine if alternates to primary emergency management team members have been identified and adequately trained and exercised *[During your review of the local emergency operations plan explore the depth of the alternate list.]*,
- ◆ Initiate appropriate decontamination procedures for victims,
- ◆ Provide appropriate protection to responders on scene,
- ◆ Prevent the spread of the material from contaminated persons who spontaneously evacuated from the affected area, and
- ◆ Arrange for fast medical treatment for victims.

For the general population, national guidelines recommend dose limits of 0.5 rems/year, while international guidelines set dose limits of 0.5 rems/year for short-term exposure and 0.1 rems/year for long term exposure. Gamma radiation travels the farthest and can penetrate the human body.

Immediate Effects: The explosion causes blast, thermal, and radiation effects.

Session I

Instructor's Background Information on the Incident – Scene I

Blast Effects:

- ◆ In a 0.25-mile radius reinforced concrete buildings are destroyed – walls shattered, severe frame distortion, incipient collapse – causing irreparable damage. Within this area 96% of the population is killed outright and the rest require lifesaving hospitalization.
- ◆ In a 0.25- to a 0.5-mile radius, there is moderate damage to reinforced concrete buildings – exterior walls severely cracked, interior partitions severely cracked or blown down, structural frame permanently distorted, extensive spalling of concrete. Buildings require major repairs to make useable. Within this area 14% of the population is killed; 18% require lifesaving hospitalization; 21% require medical attention; and the remaining 47% have no injuries.
- ◆ In a 0.5- to a 1.0-mile radius, there is light damage to reinforced concrete buildings – windows and doors blown in, interior partitions cracked. Minor repairs are required to permit use for its intended purpose. Within this area 5% of the population number suffers minor cuts and bruises.

Thermal Effects:

- ◆ In a 0.5-mile radius, all people with exposed skin suffer third and second degree burns.
- ◆ In a 0.5- to a 1.0-mile radius, 50% of the population suffer third degree burns to exposed skin.
- ◆ Throughout the 1.0-mile radius there are numerous scattered secondary fires.

Radiation Effects (based on exposure rate and accumulated exposure):

- ◆ In a 0.5-mile radius, the radiation dose will cause 100% fatality in two to 14 days, with symptoms appearing within five to 30 minutes.
- ◆ In a 0.5- to a 0.6-mile radius, the radiation dose will cause 50% fatality in two to 14 days, with symptoms appearing in 30 minutes to six hours.
- ◆ In a 0.6- to a 1.0-mile radius, the radiation dose will cause less than 1% fatality in two to 14 days, though symptoms may appear in three to six hours. However, all persons in this range and any others exposed through fallout outside the 1.0-mile radius will require long-term health monitoring.

It should be easy to determine that this is a terrorist-related scenario. As such, the FBI must be notified. The instructor should explore how this notification will take place. This also raises many “command and control” issues that will be explored in further detail during sessions II and III.

Scene I: The WMD Event Occurs

[Location of incident scenario – city, State], [date of exercise/incident scenario – day of week, date]. The weather forecast predicts [insert scenario weather forecast within the normal range for the date of the exercise – include temperature range, amount of cloud cover, wind speed and direction. Wind speed and direction should be manipulated to be light winds from the north]. At [time of the incident] it is [temperature within forecasted range].

At approximately *[time of the incident]*, (T = 0:00), a loud explosion is heard throughout the city. The explosion results in more than 200 pounds per square inch (psi) maximum overpressure at the site of the detonation. The parking facility and the adjacent *[City Hall]* building are essentially destroyed.

A minute later, 911 receives calls from the area and is informed that a huge fireball and mushroom cloud are centered over the downtown area. Federal Aviation Administration (FAA) airport tower operators witness the explosion and report the blast, fireball, and mushroom cloud to 911 and to the FAA regional operations center. One of the tower operators, a former US Army Chemical Corps noncommissioned officer, estimates the size of the fireball to be 300 feet in diameter and estimates a 1.5-kiloton (kt) explosion. The tower also reports the mushroom cloud is several thousand feet high and they will continue to monitor the progression of the cloud. The 911 operator requests further reports from the tower be made directly to the local emergency operations center (EOC).

The Fire and Police Department are notified and called to the scene. Within minutes, firefighters, police officers and other emergency rescue teams arrive. There are fires throughout downtown. *[Provide a description of nearby facilities throughout the radii of damages. The radii of damage projecting 360 degrees from the site of detonation (“ground zero”) varies from complete destruction at the site of the detonation, to moderate damage at the distant edge of the blast effects arc. Damage directly correlates to the applicable maximum overpressure experienced. The maximum overpressure 0.25 miles from the detonation point is approximately 15 psi; at 0.5 miles it is approximately 5 psi; at 0.75 miles approximately 3 psi; and at 1.0 mile approximately 2 psi.]*

Upon arrival, the police evacuate the survivors and close the access roads to the area. The initial Incident Commander (IC) calls a second and third alarm due to the magnitude of the secondary fires. Teams report that glass windows and partitions in all buildings within a 1-mile radius are shattered, inflicting additional damage and injury from glass shards.

By this time, *[scenario time]* (T + 0:20), emergency management team notifications are initiated and the *[jurisdiction]*'s Emergency Operations Center (EOC) is activated. The notification process is slowed due to the inability to contact several primary members who worked within the area affected by the blast. Attempts to contact any city hall or adjacent government offices have failed.

At *[scenario time]* (T + 0:25), a major cable news network interrupts its broadcasts to report “a bombing that makes *[jurisdiction name]* look like a war zone.” Commentators compare the initial reports of devastation to a nuclear bomb.

At approximately *[scenario time]* (T + 1:15), the 911 operator receives a call from the editor of *[name of largest local newspaper]*. An unidentified individual called the paper and claimed

Session I

Scene I: The WMD Event Occurs

to be with a terrorist organization responsible for setting off a nuclear device at *[address of incident location and building name]*. The caller stated that additional “bombs” should be expected.

At *[scenario time]* (T + 1:30), *[call sign of a local news radio station]* airs a report about the explosion and announces that a terrorist group has claimed responsibility for detonating a nuclear device at the site. The newscaster notes that the police and FBI do not confirm this report and they will make further announcements, as information becomes available to them. All of the major television news networks follow with immediate bulletins “confirming that a terrorist organization has detonated an atomic bomb in the heart of *[location of incident]*.”

[Provide a general description of the radii of damage based on your analysis of the EOP and the information contained within the facilitator notes – details on the extent of damage will be provided during scene II and information is contained within the facilitator notes.]

As news of the explosion and the possibility of fallout release become widely known, people throughout the city, county, and adjacent counties panic and flee. This spontaneous evacuation causes traffic gridlock throughout the area. The most heavily impacted are *[list the interstates and other highway designators out of the area, e.g., I-XX, Highway X, etc.]*

By *[scenario time]* (T + 2:00), both the *[city name]* and the State Emergency Operations Centers are activated. The National Response Center (NRC) is notified of the nuclear explosion and the possibility of radioactive fallout.

Facilitated Discussion

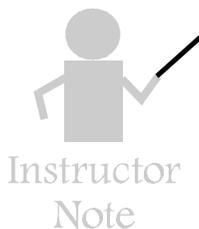


Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.
2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.
3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the “parking lot” technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)
4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.
5. Encourage students to “think outside the box.”



Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Notification and Activation; Communications; Warning and Emergency Public Information; Hazard Assessment; and Management of Field Response.

QUESTIONS – Scene I

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. How will you learn of this WMD incident? What internal and external notifications should you make? Are you satisfied that the current notification process is timely and adequate? In the event a primary member of the team is not available, how are alternates contacted?

- *For this scenario, the magnitude of effects generated by a nuclear explosion would serve as the initial indication that some type of disaster had occurred.*
- *One of the major issues associated with this scenario is the use of alternate members of the emergency management team/group. This scenario eliminates several members of the team when the City Hall and surrounding buildings are destroyed.*
- *Each jurisdiction and agency should have notification procedures outlined in their emergency operations plan (EOP). The EOP review completed by the facilitator during the development portion of this activity should provide adequate detail to support facilitated discussion. The following provides general guidance:*
 - *In many jurisdictions, the 911 dispatcher serves as the hub of the notification system and provides agency and/or individual notification.*
 - *In most jurisdictions, the Police and Fire Departments have excellent internal notification systems; however, other agencies participating may not. Check this during the EOP review. During the discussion explore if or how the Police and Fire Departments could assist other agencies.*
 - *Walk participants through each step of the notification/activation process. Let them estimate their estimated time of arrival (ETA) and where they will be reporting. Do they anticipate any traffic, transportation, or communication delays that could significantly delay response?*
 - *Explore the procedures for using alternate members and their subsequent notification and integration with the team.*

Additional Questions:

Does your jurisdiction have a policy that prevents full activation of the emergency management system when it is not needed?

- *The screening process should be defined in local EOPs and often relies on the local Office of Emergency Management or the Emergency Operations Center (EOC) (if staffed 24-hours-a-day) to serve as the decision-maker.*

Who handles State and federal notifications?

- *The responsibility for State and federal notifications should be clearly defined in the local plan. For an incident of this magnitude, the NRC should be notified. This procedure may be complicated in this situation because the person primarily responsible for external notifications may have been lost. Explore the use of checklist or other reminder tools to ensure critical actions are not missed. The review of the EOP should indicate how these actions would be guaranteed.*

If this WMD incident occurs, how long will it take responders to arrive on the scene? How long will it be before an incident command (or other management) structure is established?

- *Each agency present should provide estimates, try to reach a consensus on the overall response time.*
- *Explore with the participants when or what staffing level constitutes a management structure that is operational.*

2. Do you and your agency have a clearly defined role during the response to and management of such a WMD incident? Does your EOP address such an incident?

- *The EOP concept of operations should define the role of each agency within the jurisdiction. Each agency or activity within a jurisdiction should have its own plan, preferably in the form of an annex (or other attachment) to the local EOP. Each agency represented should discuss their role in general terms. Capture each role briefly; pay close attention to overlaps and apparent needless duplications. Because this situation closely resembles the planning scenarios used under Civil Defense programs for wartime preparedness, discuss how up-to-date their plans for radiological operations are.*

Session I

3. What kind of training have your jurisdiction's responders received on WMD terrorism? What kind of training have you received?

- *The kind and amount of training that responders and participants receive on WMD terrorism varies nationwide. Senior representatives in some jurisdictions have received significant training in dealing with “fallout” associated with a nuclear explosion (from FEMA and its predecessor agencies).*
- *Address the training of alternate members of the team/group.*
- *Revisit the group's training needs during each action-planning session.*

Additional Questions:

Is qualified staff within your agency certified in accordance with Occupational Safety and Health Administration (OSHA) regulations? What types of additional training are necessary and practicable to permit a safe and adequate response to a nuclear incident?

- *Allow each agency to discuss their training procedures, especially in relation to alternate team members.*
- *Determine whether the agencies feel the need to have someone on their staff who is trained for a nuclear incident.*

4. How will identification of the presence of hazardous materials occur? How will confirmation of the type of radiological/nuclear hazard occur?

- *The EOP review should provide details on how the hazardous materials (HAZMAT) team identifies radioactive/nuclear hazardous materials. Some HAZMAT teams have received training on identifying radioactive materials and sources of radiation. Additional information is provided:*
 - *Some HAZMAT teams have radiological survey instruments or meters that can detect gamma and beta radiation. All teams may not have alpha detectors; determine the types of instruments on-hand within the jurisdiction during the EOP review.*

Additional Questions:

Will responders and/or HAZMAT units recognize the symptoms associated with exposure to radiological materials? Will responders conduct monitoring or radiological surveys before responding?

- *The answers to these questions should be indicated through the EOP review. Here issues such as response, citizen protection and rescue vs. self-preservation and maintenance of response capability should be addressed (i.e., responders should not be used as detectors or allowed to become victims).*
- *Another topic for discussion at this point is the adequacy of the threat or risk assessment conducted by the local jurisdiction. The management team should be aware of the threats to their community and their awareness should be based on a deliberate assessment.*

5. What protective equipment will responders take to an incident scene based on the information available initially? Will this equipment be sufficient for response to this radiological/nuclear terrorist incident?

- *A review of the EOP, completed during the development phase of this activity, should provide an indication of the types of equipment available in this jurisdiction. Following are general guidelines:*
 - *Most HAZMAT teams have the ability to respond to two different radiological emergency sites simultaneously. Beyond that, responders will be equipped only with standard emergency response gear. Respiratory protection is an absolute requirement when working with areas potentially affected by fallout. Standard gear does NOT include respiratory protection and does NOT constitute adequate protective equipment.*
 - *Simple respiratory protection is adequate for fallout (dust) in most cases. The members of the management team that have received civil defense training in the past may introduce the possibility of using cloth, surgical, or industrial masks. If this occurs, ensure the discussion addresses the associated risks.*

Session I

Additional Questions:

Will your jurisdiction's responders know how to protect themselves in this incident?

- *Each agency should describe what trained personnel are available to respond to a nuclear event. Response personnel should possess expertise in general HAZMAT and radiological incidents. The actual readiness of the responders will be determined during the EOP review.*
- *The qualifications of response personnel will likely be in standard HAZMAT response. Most plans address HAZMAT more within the context of transportation of these materials than intentional releases.*

6. What information, equipment and actions are required by your jurisdiction to conduct the initial assessment of the incident? How do you anticipate information to be distributed among responders?

- *Include the following items in your discussion:*
 - *A method to determine the size of the IND and the radii of damages,*
 - *A method to determine the location and identity of the radioactive material – survey meters and plume projection models,*
 - *An accurate weather forecast, and*
 - *Others as reflected in the reference material provided at the end of this manual and developed during the review of the EOP.*

7. What immediate protective action decisions should the jurisdiction make? How will they be implemented?

- *Protective action decision making is a critical issue and the participants should be allowed sufficient time to discuss the ramifications of their decision. The whole issue of evacuation vs. sheltering should be explored. The EOP should provide a framework for making such decisions. In the case of a nuclear incident, sheltering outside the radii of damages is an appropriate response. The immediate area inside the radii of damages should, however, be evacuated due to the risks associated with higher radiation levels and inhaling particles suspended in the air. Any evacuation must include the use of at least simple respiratory protection if possible.*
- *Allow participants to discuss the issues of decontamination and triage strategies.*

Additional Questions:

Should the surrounding area be evacuated in this case or will sheltering be an appropriate response?

- *See above (answer to question 7).*

Should the jurisdiction be concerned about the possibility of additional attacks?

- *This is always a possibility and the group should discuss what changes they will have to make to manage additional incidents of either a WMD terrorist event or more common emergencies (i.e., fire, auto accident, etc.).*

What medical facilities are victims/patients being sent to? What types of information should the Emergency Medical Services (EMS) units relay to the hospitals in the area to prepare them to receive potentially contaminated patients? Should any areas be quarantined?

- *These questions focus on the initial medical response. Allow the participants to discuss this topic, if they bring it up. If not initiated by the participants, these issues will be fully examined during the discussion associated with scene II.*

8. How will the incident site be secured to assure the “crime scene” is protected and no contaminated personnel or equipment leave the area? What access and egress control procedures should be implemented?

- *The EOP should provide details on contamination control procedures and crime scene protection as part of its WMD annex if it exists. The EOP review should also provide an indication of how the jurisdiction will manage these issues.*
- *Allow the group to discuss their security procedures and how these relate to their overall response strategy.*
- *Access and egress control procedures should be included in the HAZMAT portion of the local plan. Determine the group’s understanding of the importance of this issue. This issue will be complicated by the size of the restricted area because the radii of damages cover an area of more than three square miles and the fallout zone will cover an area of approximately 80 square miles. Revisit the control of the fallout zone during the discussion of scene II.*

Session I

9. Is the current number of trained, qualified personnel within your jurisdiction sufficient to respond to this incident? If not, where will you seek support to bridge these deficiencies?

- *A review of the EOP should provide an indication of the number of trained and qualified personnel. Because many of the trained and qualified personnel will be lost in the terrorist attack, focus on the training of alternate personnel and explore the depth of personnel available.*
- *Mutual support agreements with other local and State governments should be discussed at this point. This is especially important in this scenario.*
- *The National Strike Force, the Department of Energy, and the Army Technical Escort Unit (TEU) are among the federal agencies with subject-matter expertise in this area.*
- *Another excellent source of assistance to this type of incident is nuclear power plant response teams. (The Radiological Emergency Planning (REP) program is an excellent source of information for responding to a nuclear incident.)*

10. Is the amount of specialized equipment in your jurisdiction sufficient to respond to this incident? Do you have options to obtain this equipment immediately if needed for an emergency response? What additional resources will you request at this point?

- *A review of the EOP should be an excellent indicator as to the adequacy of local specialized equipment.*
- *It is likely that resources will not be sufficient. An important part of this discussion is encouraging the participants to initiate the self-assessment process. They should determine how the jurisdiction could respond to such an incident using local assets and mutual support rather than relying on federal resources.*
- *The list of equipment that should be requested is long: proper sensing or detection equipment, Level A suits, proper decontamination equipment, impermeable storage containers for contaminated items, etc.*

11. What does your jurisdiction’s EOP rely on for expedited transport arrangements (e.g., commercial aviation, city/county/State supplied transport) for out-of-area support resources?

- *The details on emergency transportation of required emergency equipment and personnel should be provided in the local EOP.*

12. Will the city or county EOC be adequate for coordinating the response to this incident? Will a separate command center that is physically close to the incident site be required? What resources are available for outfitting this command center?

- *This information should be extracted from the EOP. It is assumed that an Incident Command System (ICS) will be used.*
- *Determine if the EOC is located within the radii of damages and the likelihood of its remaining operational. Explore with the group the necessity of alternate sites for EOC operations. The EOP review should indicate the presence of an alternate EOC.*

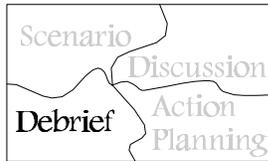
Additional Questions

How long will it take to have an EOC activated and fully operational? What are the capabilities of the center? Are these capabilities adequate to respond to an incident of the magnitude presented here?

- *In this scenario, the command post should be at the local primary or alternate EOC, so the answer will depend on how long it will take to activate the EOC and staff it appropriately and if the local EOC is in the affected area. If so, the use of an alternate site should be discussed. The staffing of the EOC will likely be delayed due to the loss of many members of the team and perhaps the loss of the EOC itself.*
- *The capabilities of the local EOC and alternate EOC should be apparent from the plan review.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following two scenes, then use the “parking lot” to table that discussion until the appropriate time.

Debrief



Purpose

This activity is designed to review the key concepts covered during the early stages of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Review and Action Log	
Key Issues	How It Affects Me or My Agency: What Do I Need to Know or Do?
Notification is the trigger for this incident – the report of the incident by some source.	
The initial response time for such incidents could be very short – minutes – not hours.	
Emphasis is on isolating the site, protecting it, and controlling it (i.e., sizing up the situation).	
Responders must use extreme caution when dealing with an incident that involves radiological/nuclear agents. What injured/killed the victims can do the same to the responders. In addition, contaminated patients can contaminate the entire room. Specially trained and equipped HAZMAT teams should be called in to provide expertise and equipment.	
Mass casualties and loss of life due to hazardous materials are common consequences associated with nuclear incidents.	
A critical consideration for all emergency responders when dealing with a nuclear attack is recognizing that the proximity of a potential target is not the only threat. The radiological agents must be produced, packaged, and delivered to the intended place of use, broadening the area of potential contamination.	
The effective management of a criminal incident requires the coordination, participation, and support of agencies that have functional responsibilities (e.g., firefighters, police, emergency medical services (EMS), jurisdictional responsibilities (e.g. local, State, and federal governments)), or both.	
Managing a criminal incident response may be conducted in two general ways: <i>Single command</i> may be applied when there is no overlap of jurisdictional boundaries or when a Single Incident Commander is indicated in the	

Session I

Review and Action Log	
<p>EOP or local jurisdiction.</p> <p><i>Unified command</i> may be used when the incident is within one jurisdiction but two or more agencies share management responsibility.</p>	
<p>The concept of unified command is shared responsibility among the major stakeholders for overall incident management as a result of the multifunctional or multijurisdictional incident.</p>	
<p>Sites of non-natural incidents must be treated as scenes to be investigated.</p>	
<p>Non-law enforcement responders should not touch anything that is not necessary to touch to save a life. They should take the minimum amount of actions necessary to perform their responsibilities.</p> <p>Non-law enforcement responders can help to identify potential witnesses and perpetrators and serve as eyewitnesses through detailed observations, written records, and when possible, photographs.</p>	
<p>The minimum number of people necessary to complete the task should be sent to the incident site.</p>	
<p>Special equipment, supplies, and personnel may be required to handle this incident</p>	
<p>There must be designated individuals in charge – with clearly defined roles and responsibilities</p>	
<p>First responders should bring the proper equipment and personal protective equipment required for the incident in accordance with SOPs in the EOP. This may include: helmets, gloves, respirators, masks, etc.</p>	
<p>Coordination and control are important components of managing the incident.</p>	

Action Planning

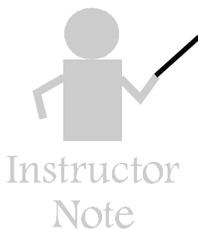


Purpose

The action-planning phase provides participants an opportunity to begin the planning process to ensure that their jurisdiction is prepared to respond to a nuclear WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.
2. Use the *Action and Review Log* brainstorming of key issues (by category) as the basis for developing priorities.
3. Sort through the priorities and identify responsibilities for resolving them. Use flip chart #2 to develop a list of the top priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.
4. After the list of issues is sorted, encourage the group to assign responsibility for completing the action.
5. Encourage the responsible manager to set a time goal for completing the actions.



Use the *Action-Planning Guide* grid to capture the group consensus on needed actions. This list will be especially helpful during the final Action-Planning Session.

The Action-Planning Sessions are not conducted with Scenes I and II when the one-day schedule is used for this course.

Make copies of the *Action-Planning Guide* as necessary.

Session I

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorities?
2. What response capabilities are needed or should be implemented to ensure an effective response?
3. What resources and other tools are needed to ensure an effective response?
4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.
5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?
6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide

Planning			Resources		
Issue		Action	Issue		Action

Personal Action Steps			Training		
Issue		Action	Issue		Action

Wrap Up



Purpose

The wrap up should conclude the day-one session and prepare for Session II.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 5 – Session II

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Session II – Day Two

Response to the WMD Incident

Purpose

Purpose
<ul style="list-style-type: none">• Focuses on the period after agent identification, prior to State and federal augmentation• Raises awareness of emergency management activities associated with a nuclear detonation• Focuses on issues related to operational management, community protection, resources
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This session of the course focuses on the period after you have defined the extent of the hazard and prior to the arrival of State and federal augmentation. It is designed to help raise your awareness of emergency management activities associated with a nuclear detonation. It focuses on topics primarily related to operational management, community protection, and resources.

Objectives

Objectives
Upon completion of this session, you will be able to:
<ul style="list-style-type: none">• Identify issues and concerns to be addressed during the response phase• Identify problems and issues you are dealing with in this situation
17

Upon completion of this session, you will be able to:

1. Identify issues and concerns that must be addressed during the response phase.
2. Identify problems and issues you are dealing with in this situation.
3. Identify the primary personnel that will be involved in handling this situation.
4. Establish your role during this time period.

Objectives (con.)
<ul style="list-style-type: none">• Identify the primary personnel that will be involved in handling this situation• Establish your role during this situation
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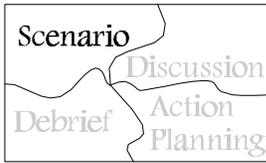
Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Response to the WMD Incident (Nuclear Detonation)

Introduction

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.



Refer to *Instructor's Background Information* for information to help put the incident into perspective. Do not disclose this information to the participants – yet.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

Chaos in the City

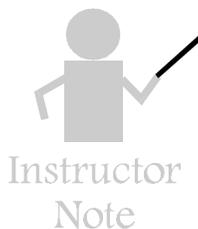
- HAZMAT teams assess the extent of radioactive contamination
- Crime scene – FBI involvement
- Disaster declaration
- Hospitals are overwhelmed – many are without resources

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HAZMAT teams assess the extent of the radioactive contamination. The FBI has become involved because the incident is now a criminal incident and a crime scene. A disaster has been declared. Available supplies and decontamination are pressing issues. What are you going to do? Are you prepared to do it? Do you know what to do? These are just some of the issues that will probably concern you.

Scene II – Chaos in the City

- HAZMAT teams assess the extent of the radioactive contamination
- FBI on scene
- Disaster declaration
- Hospitals are overwhelmed – many are without resources



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.
2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.
3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This nuclear WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a radiological terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene II

The FBI attempts to establish control of the situation for Crisis Management (C^RM), i.e., criminal investigations. At the same time, the scope of the situation makes it clear that there is also a federal role for Consequence Management (C^OM). The Federal Emergency Management Agency (FEMA) is the federal agency designated to manage the C^OM aspect of the incident. The students are probably not well versed in the difference between the federal definitions of C^RM and C^OM.

Based on scenario wind speed and direction, weather, and atmospheric conditions prevailing at the time of the detonation and for simplicity of the analysis, the area of fallout is a fan shape extending from the area of detonation south for 12 miles. The end of the fan almost 13 miles in width. The following areas of contamination may be defined:

Circle with radius from the point of detonation to 0.25 miles:

Geographic Description: *[Insert a description of the approximately nine-square block area around the point of detonation, e.g., “The area is nine square blocks of predominantly business (moderate height office buildings, some having stores, shops, and restaurants on ground level) with some open (green) space. No building is more than 10 stories high. Parking is on the street or in multi-storied lots.”]*

Transportation System: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., “In addition to city streets, there is 0.5 miles of interstate highway in this circle. Located south of the city hall, this interstate includes a major interchange of two highways (one east/west, one north/south). The east/west highway’s overhead ramps and overpasses have collapsed onto the north/south highway below. Cars and trucks in this area are severely damaged (gross distortion of frame, large displacements, doors and hoods torn off); most are on fire and the north/south interstate is blocked by piles of burning vehicles and collapsed overpasses and ramps. In the northeast quadrant of this circle, 0.5 miles of commuter rail line and an equal amount of railroad track run parallel. One above ground commuter rail station is located 0.1 miles from the city hall; made of a wood frame it sustained severe damage (the frame shattered resulting in almost complete collapse) and is burning. A four-car commuter train, located at the station at the time of detonation, was thrown from the track and smashed.”]*

Infrastructure Damage: Communications and electrical distribution systems, all buried underground, are minimally affected. *[If systems are not underground, these systems would be off-line due to the electromagnetic pulse (EMP).]* Radio, television, and other forms of electronic transmission suffered from limited “noise” or static for tenths of seconds within one mile of the blast. However, the power surge from EMP caused failure of transistorized electrical systems inside buildings within the 1.0-mile radius of the blast (telecommunications, lighting, computers, sirens, alarms, elevators, air distribution, heating, and air conditioning).

The natural gas distribution system suffers only minor leaks where pipes enter buildings in structures that are severely damaged; a few leaks result in localized fires, mostly within 0.5 miles of the blast. There was no appreciable damage to reservoirs and water-treatment plants

Session II

Instructor's Background Information on the Incident – Scene II

that are located outside the city and are at a distance from the explosion too great to have sustained damage. *[If the water treatment plant is within the radii of damage, adjust this accordingly.]* The water supply system suffers significant damage – it is almost impossible to extinguish fires. Breakage of pipes inside and at entrances to buildings or on structures, and not disruption of underground water mains, results in loss of water pressure.

Circle with radius from 0.25 to 0.6 miles:

Geographic Description: The area includes tall to moderate height office buildings, hotels, large department stores, and one large city park. No building is more than 25 stories high. Parking is in buildings or multi-storied lots. *[Adjust description as appropriate based on your analysis of the area.]*

Transportation System: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., “There are an additional 2.0 miles of interstate highway in this circle, with multiple ramps and three levels of overhead passes to the south of the City Hall. All ramps and overhead roads that are still standing have suffered substantial distortion of bracing or slippage on supports with significant reduction in capacity. Cars and trucks within this circle receive light damage (glass broken, dents in body, possibly turned over, immediately usable). The amount of commuter rail line doubles, with two underground stations, neither of which suffers any physical damage. Commuter rail and railroad cars, if exposed, may have some door and body damage, but can continue in use.”]*

Infrastructure Damage: Same as area from explosion to 0.25-mile radius, with fewer fires.

Circle with radius from 0.6 to 1.0 miles:

Geographic Description: The expanded area includes all forms of residential, business, and industrial structures. Specific additions include *[insert a description of major items within this radius of damage, e.g., “a convention center, historic tourist area (museum and other buildings), professional baseball stadium, major shopping malls, and two hospitals.”]* At the time of the explosion there are about *[insert estimated number of people in the area]*.

Transportation System: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., “This circle includes another 2.5 miles of interstate: three 0.5-miles segments running east, south (toward the airport), and west; and 1.0 mile running from northeast to north.*

There is an additional 1.8 miles of commuter railroad track, as well as another five commuter rail stations (all underground). All primary railroad tracks from the city in any direction are within this area.”]

Infrastructure Damage: Same as described for a 0.25-mile radius, except the number of gas fires is fewer.

Area of fallout (a fan running from a 1.0-mile circle due south for 12 miles with the southern boarder 13 miles in width from west to east):

Geographic Description: *[Insert a description of the highlights of the area, e.g., “This area includes all forms of residential, business, industrial, and agriculture in one city and three*

Instructor's Background Information on the Incident – Scene II

separate county jurisdictions. About 2.5 million people live or work in this area.”]

Transportation Systems: *[Insert a description of the condition of the transportation infrastructure in the area, e.g., “The north/south interstate highway runs the center length of the fan, intersected nine miles south of the explosion by a multi-lane, divided highway that circles the city and surrounding communities. This intersection of interstate and beltway is 0.2 miles south of an international airport that also serves the city.*

The commuter rail track runs parallel to the interstate as far as the airport. There are five aboveground commuter rail stations, all open air with only overhead cover. North/south railroad lines crisscross through this area.”]

Infrastructure Damage: None.

[Provide a description of how and where monitoring stations will be set up in order to monitor people and equipment for contamination based on the analysis of the EOP. Many jurisdictions may rely on dated “Civil Defense” annexes based on the former Strategic Nuclear Threat.]

Once the group understands the extent of the damage and that contamination is an issue, focus the discussion on the next steps. Medical information indicates that the simple removal of outer clothing and shoes will, in most cases affect a 90-95% reduction in the patient's contamination. Decontamination should be done as soon as possible during the care of such patients, and ideally, prior to hospital admission. This is not always possible. Therefore, decontamination procedures should be a part of the operational plans and guides of all divisions and departments of medical facilities, not just of emergency room or teams.

Because the treatment of injured, contaminated personnel may result in the contamination of almost any part of a medical facility, medical procedures must be set up to accomplish the following:

1. Minimize the degree of contamination (How will they accomplish this?).
2. Identify and measure the extent of the contamination (Do they have the equipment and trained personnel?).
3. Remove the contamination (How will this be coordinated, and among which departments?).

The removal of contamination is a two-part problem and includes decontamination of people as well as decontamination of equipment and facilities. The former must be started as soon as possible, even if monitoring facilities are not available. Standardized procedures of decontamination must be established and instituted. People must not be released before they have been monitored and completely decontaminated.

During this session participants should recognize that federal assistance, whether wanted or not, is on the way. The local response capabilities are overwhelmed. The challenge is integrating the local response with federal and State interests. The criminal investigation,

Session II

Instructor's Background Information on the Incident – Scene II

coordinated by the FBI, has the potential to conflict with the humanitarian aspects of the response.

There are a host of federal agencies potentially involved. They include the Nuclear Regulatory Commission (NRC), Environmental Protection Agency (EPA), Department of Health and Human Services (HHS), Department of Energy (DOE), Department of Transportation (DOT), and the Department of Defense (DoD). The NRC, DOE and DoD are particularly important, because they have the greatest expertise in dealing with radioactive materials treatment and decontamination. Sorting through the agencies is a real challenge in an actual situation. A very important non-federal agency is the American Red Cross (ARC), offering invaluable assistance in dealing with family notification and reunification issues, as well as assisting stranded travelers.

The resources most likely required from the State are National Guard resources, for transportation, and security. The National Guard should also be able to provide additional monitoring and decontamination equipment resources and operators.

Highlights of this scene include:

- ◆ The extent of the damage and contamination becomes apparent.
- ◆ Immediate evacuation of the predicted fallout zone is ordered.
- ◆ The acting Mayor declares a local emergency and requests support from the State and federal level.
- ◆ The acting Mayor and the Governor hold a joint news conference.
- ◆ The Governor requests a Presidential declaration of Federal Disaster Area and orders the National Guard to mobilize.
- ◆ It is determined that due to radioactive exposure, half of the initial responders suffer from acute radiation exposure and many may indeed die.
- ◆ The President issues a disaster declaration. The Federal Response Plan (FRP) and Federal Radiological Emergency Response Plan (FRRERP) are activated.
- ◆ FEMA and other federal agencies begin to take active role in the response.
- ◆ FEMA activates the Emergency Response Team (ERT) and deploys the Advanced Element of the Emergency Response Team (ERT-A) and the Federal Agency Support Team (FAST) to the scene.
- ◆ 25,000 people request medical treatment from area hospitals for radiation exposure.
- ◆ Thousands of other people report to hospitals claiming to be sick or just wanting to be tested.

Scene II: Chaos in the City

It is still *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The weather *[repeat previous forecast, but insert a chance of evening rain]*. The temperature is currently *[scenario forecasted mid-day temperature in ° Fahrenheit]* with an expected high of *[scenario forecasted high temperature in ° Fahrenheit]* for the afternoon.

By *[scenario time]* (T + 2:30) the HAZMAT teams assess the extent of the radioactive contamination in the area. An immediate evacuation of the affected area is ordered. Acting Mayor *[the name of the Mayor's alternate/successor]* says that *[he/she]* will be talking with the Governor soon, and would like an update on evacuation, monitoring and containment efforts as soon as possible in order to provide the Governor with an update.

Based on the information received, the FBI believes that the device is an Improvised Nuclear Device (IND). The *[location of the closest FBI office]* office of the FBI notifies the city EOC that they will take the lead in the managing the crisis. They request information about contamination levels around the city as soon as it is available to determine when they can access the site of the incident. The FBI indicates that they would like to meet with representatives from the Police Department immediately in order to coordinate efforts in conducting the investigation.

By *[scenario time]* (T + 3:00), the acting Mayor has declared a local emergency and asked the Governor for assistance from the State and federal government. Acting Mayor *[full name of the acting Mayor]* and Governor *[full name of Governor]* subsequently hold a news conference. The Governor indicates that *[he/she]* has declared a State of Emergency, and that an assessment and evacuation is in progress. Area residents that are not evacuated are asked to remain indoors. It is estimated that 150,000 people are affected by the evacuation. *[This number should be adjusted based on the size of the jurisdiction participating in this training activity.]*

The Governor has requested a Presidential Stafford Act declaration of a Federal Disaster. The Governor orders the National Guard to mobilize to assist with the response effort.

Community health coordinators report that approximately half of the initial emergency responders suffer from acute radiation exposure. Doctors anticipate that most of those exhibiting symptoms will die from exposure to high dosages of radiation.

By *[scenario time]* (T + 4:00), initial assessment reports indicate the following: *[Insert detailed description of radii of damage based on information contained in the facilitator instructions and the review of the local EOP.]*

[If possible, provide students with a copy of a map of the city with the radii of damages and the fallout fan marked.]

The President issues a disaster declaration at *[scenario time]* (T + 5:00), promising federal resources for emergency response and to bring the terrorists responsible for this tragedy to justice. The Federal Response Plan (FRP) and Federal Radiological Emergency Response Plan (FRERP) are activated. FEMA and other federal agencies are formally requested to provide assistance to the response and recovery process. FEMA activates the Emergency

Session II

Scene II: Chaos in the City

Response Team (ERT) and deploys the Advanced Element of the Emergency Response Team (ERT-A) and the Federal Agency Support Team (FAST) to the scene. Potential sites for the Disaster Field Office (DFO) are investigated.

Area hospitals report that more than 25,000 people have requested medical treatment because they believe to have been exposed to radiation. The few hospitals that are not under evacuation notices are overwhelmed with many tens of thousands of people claiming to suffer from radiation sickness or just wanting to be tested for radiation exposure. Hospitals do not have the resources to conduct the required tests or carry out treatment of any type, nor are they able to institute any kind of system to monitor people that come to the hospital.

The rush of agencies descending on the scene causes great confusion in command, control, and reporting. Confusion also exists in prioritizing response actions vs. investigatory actions, leaving many responders upset.

Facilitated Discussion

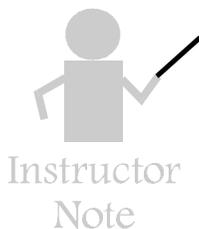


Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.
2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.
3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the later scenes, use the “parking lot” technique. (Record the point on flip chart #2 and place it in an area designated for the later scenes or in an area for discussion during the final action-planning session.)
4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.
5. Encourage students to “think outside the box.”



Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Health and Medical Resources; Resource Management; Public Affairs; Field Response; Decontamination; Search and Rescue; Incident Site Control; and Secondary Hazards.

QUESTIONS – Scene II

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. What are your priorities at this point?

- *Priorities and strategy will vary by department, agency, or activity. They may include:*
 - *Assessing the situation (determining the extent of damages in the area)*
 - *Treating the victims*
 - *Limiting contamination and determining the area that will be affected by the fallout*
 - *Bringing the perpetrators to justice*
 - *Preventing additional terrorist attacks*
 - *Extinguishing the fires*
 - *Sheltering displaced and evacuated citizens*
- *Give each department, agency, or activity present a chance to present their answer. Obtain a group consensus on what their jurisdiction's priorities will be.*

2. What will your jurisdiction's overall strategy be for managing the consequences of this incident? What tactics are available to carry out this strategy?

- *Provide the group with the details on the fallout pattern from the scenario at this time if it is not included in scene II itself. For training purposes it is not necessary to have the group prepare a fallout prediction, you should provide them with this information.*
- *The EOP should provide the framework for developing the strategy for response management.*
- *Encourage the participants to establish priorities for implementing the tactical elements of their strategy.*

3. Who is in charge of the incident site? How will your agency's actions be coordinated with the actions of other agencies? What conflicts could arise from the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal/State/local jurisdictions?

- *Explore the federal definitions of crisis (C^RM) and consequence (C^OM) management. At the federal level, the FBI has authority over the incident site and is responsible for crisis management. FEMA has federal authority for consequence management, but must conform to the direction of the FBI to protect as much of the “crime scene” as possible while providing the needed rescue and relief to protect citizens. It is anticipated that most jurisdictions will follow this delineation of responsibilities.*
- *Determine who is in charge of the local response for both consequence and crisis management.*
- *Determine the command or management structure to be used by the jurisdiction. The incident command system (ICS) has been adapted by many jurisdictions as their command structure during response operations. Explore the specifics of the local system during this discussion. A review of the EOP should have provided details on the structure of the command structure.*
- *Conflicts will likely be related to the jurisdiction's attempt to balance protecting evidence and protecting people. Overlapping conflicts can occur as State and federal responders arrive on-scene and the transition to a unified, joint, or coordinated command or management structure begins.*
- *The disposal of nuclear and radioactive materials is the responsibility of the Department of Energy (DOE). DOE should be involved in the control of contamination remaining at decontamination sites and will be responsible for its subsequent disposal.*

4. What emergency operations need to be implemented to respond to the current needs of citizens and responders?

- *Contamination control and decontamination operations are two of the perceived primary needs. Because some nuclear materials have a long half-life and because there may be an induced radiation pattern at the site of detonation, decontamination and contamination control are major concerns during this phase of operations. During the recovery phase (scene III) revisit decontamination, disposal, and certification for safe entry.*

Session II

Additional Questions:

How will responder's requests for additional equipment be prioritized? Does your jurisdiction have a system in place that allows the management team to anticipate the needs of responders?

- *Prioritization of requests should be addressed in the EOP. In most incidents, the priority should go to life saving and protecting activities.*
- *Explore with the group methods of anticipating needs so the management team does not remain in a reactive mode, but can transition into a proactive management of the situation.*

5. Will your jurisdiction's response personnel have the necessary technical information to implement appropriate protective actions?

- *The EOP review and the discussion during the last scene about the kinds of training responders had received should provide the background to support this discussion.*
- *Allow the participants to address the local procedures for implementing the tactical actions they discussed as part of questions one and two of this scene.*
- *Revisit the complications caused by the loss of many primary responders and managers.*

6. How will you address the need for extensive personal decontamination at the site prior to sending casualties to a hospital for further treatment?

- *This question presents a good opportunity to address the risks associated with radioactive materials and its spread. As previously stated, nuclear materials, especially in the area of the induced radiation pattern, remain in the environment for an extremely long period of time and require decontamination at this point in the scenario.*
 - *Contamination should be removed (or decontaminated) as soon as possible. Standard clothing provides some protection, though the longer radioactive material is allowed to remain on clothing or on the skin, the greater the level of exposure and risk of short and long-term health effects.*
- *The group should address the management of public perception and fear during this portion of the discussion.*

7. What community health planning has been completed? Have privately owned hospitals, home-care agencies, long-term care facilities, and clinics been incorporated into the EOP and included in the planning process? Has your community conducted joint exercises for this type, or any type of mass casualty situation?

- *The EOP review should indicate the preparedness of the community health program to address mass casualty situations and the involvement of all local health care assets in the planning process.*
- *Most jurisdictions should have been involved in joint mass casualty exercises because these are an accreditation requirement for most health care organizations, especially hospitals.*

Additional Questions:

What on-scene medical operations might be necessary?

- *This issue should be addressed in the community health plan as it exists. The priorities at the scene should be gross triage, transportation, and limited life-saving efforts.*

Will triage stations be established? Where will these be established?

- *The discussion of triage should focus on managing the flow of casualties through the community health system. The community health plan should address this issue.*

What types of communications should be conducted between responders and the hospitals prior to the arrival of exposed victims? How will exposed patients be processed at point of collection and point of delivery?

- *Communication protocols for providing critical information should be provided within the communications section of the EOP.*
- *Triage protocols at both collection and delivery points should also be part of the plan. Basic requirements dictate triage be performed at both locations. This may be a good point to address the differences between standard emergency room triage and mass casualty triage.*

What specific assistance do you need from the State and federal government? How will these resources be integrated into the response operations?

- *State and federal plans provide for mobilizing these types of resources in disaster situations. It is important for the group to realize that there may be a significant time delay before those resources are available.*

Session II

What type of epidemiological surveillance program does your community have in-place? How well defined are the linkages between the community health program and plan and your consequence management infrastructure?

- *Epidemiological surveillance is important in determining the number of citizens that were exposed to the radiological material associated with fallout. Community health planning should account for locating personnel within the incident area that may be asymptomatic at this point, especially in light of the potential long-term health effects.*
- *The community should consider establishing a database to track the health of those members of the community, including responders that may have been exposed to fallout.*
- *The EOP should define the linkage between the community health program and the emergency operations management structure and a representative of the community health agency or EMS should be on the management team.*
- *During the discussion of this question, you should revisit the protective actions necessary in a fallout zone.*

8. **How will vital out-of-area resources be transported in a timely manner to the scene where they are needed?**

- *Transportation and acquisition of emergency supplies and equipment should be addressed in the EOP.*
- *Allow the participants to discuss whether transportation sources other than DoD and DOT have been considered in their plans.*
- *Determine whether the participants' expectations of federal assistance are realistic. There may be a several hour delay before federal assistance arrives. The local managers need to understand that their actions during the first six to eight hours of the response, when federal assistance is en route will determine the success of the response.*

9. **How will immediate needs for food, water, sanitation, and shelter be provided for potentially thousands of displaced travelers and workers?**

- *The sheltering portion of the local emergency operations plan should address meeting these needs. The American Red Cross has federal responsibility for these functions and is normally well prepared locally to meet these needs. Most communities have identified shelters and evacuation routes in their plans.*
- *Determine if the group feels it can accommodate these needs with locally available resources, or if outside assistance from State and/or federal assets will be needed.*

- *One of the continuing concerns related to radiological emergencies is the potential contamination of food and water. The group may wish to address the techniques used to ensure the safety of those consumables.*

10. What immediate public relations and media concerns must be anticipated? How will these concerns be addressed? Who will serve as your jurisdiction’s spokesperson in this incident?

- *The Joint Information Center (JIC) should be established following the arrival of State and federal assets and serves as the source of public information after that point. The plan should identify who will serve as local spokesperson prior to the establishment of the JIC.*
- *Most EOPs assign the management of public affairs issues to the management team located in the EOC. Determine participants’ familiarity with public affairs procedures. Anticipating that public panic and extreme fear are likely to exist, the group should discuss how to diffuse the issue without denigrating the seriousness of the situation. Determine if the participants understand the importance of a multimedia approach and the development of themes.*
- *In the early stages of a response, public safety messages must be disseminated quickly.*

Additional Questions

Does the communications system meet the multilingual needs of the area?

- *The EOP review should identify multilingual needs and procedures for the community.*

11. What are the internal and external communications requirements for this response? Who is responsible for ensuring that the necessary systems are available? What problems may be anticipated?

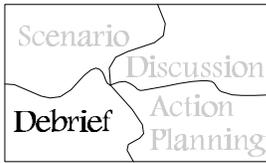
- *The EOP should address internal and external communications requirements and assign responsibility for maintaining a viable system. Communications support equipment is normally located in or adjacent to the EOC.*
- *Internal communications issues focus on the ability of jurisdictions to communicate with responders from different agencies (e.g., fire departments talking to police). Determine what system is in place to facilitate such coordination or if coordination must be accomplished face-to-face, through dispatchers, or the EOC.*

Session II

- *External communications issues should focus on the procedures for providing essential information to State and federal responders and managers who are en route to the incident site.*
- *Solutions relying on public hard lines or cellular telephone systems should be discouraged in light of the numerous demands that will be made on those systems, unless the plan review revealed that a priority override system for emergency communications is in place with local phone service providers.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise that you must be capable of dealing with. If topics are brought up that are more closely associated with the following scene, then use the “parking lot” to table that discussion until the appropriate time.

Debrief

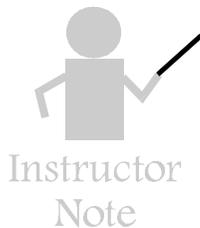


Purpose

This activity is designed to review the key concepts covered during the assessment of the response stage of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Action Planning



Purpose

begin the planning process to ensure that their jurisdiction is prepared to respond to a nuclear WMD incident.

Presentation

1. Use the questions on the following page to stimulate participants' completion of their action-planning guides.

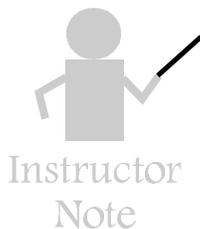
Use the _____ brainstorming of key issues (by category) as the basis for developing priorities.

Sort through the priorities and identify responsibilities for

_____ priorities among the issues and gaps listed. Sort the priorities by program/planning needs, training needs, and resource needs.

After the list of issues is sorted, encourage the group to assign

5. _____ completing the actions.



Use the _____ grid to capture the group consensus on needed actions. This list will be especially helpful

The Action-Planning Sessions are not conducted with Scenes I and

Make copies of the *Action-Planning Guide*

Session II

Action-Planning Questions

1. List the policies and procedures included in the EOP, SOPs, and checklists that you think should be further reviewed, supplemented, or developed. Which are the priorities?
2. What response capabilities are needed or should be implemented to ensure an effective response?
3. What resources and other tools are needed to ensure an effective response?
4. Identify the action steps you think should be taken to prevent, prepare for, respond to and recover effectively from the variety of possible crises that may confront the emergency response team.
5. What types of training do the community's managers need to more effectively manage situations of this type? What training should community first responders receive?
6. Describe the personal action steps you plan to take to improve your level of readiness.

Action-Planning Guide

Planning			Resources		
Issue		Action	Issue		Action

Personal Action Steps			Training		
Issue		Action	Issue		Action

Wrap Up



Purpose

The wrap up should conclude the day-two session and prepare for Session III.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Ensure participants know when and where the next session will be conducted.



Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Ensure issues from “parking lot” are ready for discussion during the appropriate session.
- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 6 – Session III

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Session III – Day Three

Recovery from a Nuclear Terrorism Incident

Purpose

<p>Purpose</p> <hr/> <ul style="list-style-type: none">• Raise awareness of emergency management activities associated with a maturing situation• Focus on issues you will face during the recovery phase:<ul style="list-style-type: none">– period of continued operations,– augmentation and mutual aid,– recovery planning, and– preparation to integrate State and federal responders <p style="text-align: right;">20</p>
--

This session is designed to help raise your awareness of emergency management activities associated with the maturing situation. It focuses on concerns that you will be faced with during the recovery phase of the incident which includes the period of continued operations, augmentation and mutual aid, recovery planning, and the preparation for integrating State and federal responders.

Objectives

<p>Objectives</p> <hr/> <p>Upon completion of this session, you will be able to:</p> <ul style="list-style-type: none">• Assess direction and control procedures• Assess communication systems• Assess notification system• Assess procedures for addressing public affairs issues <p style="text-align: right;">21</p>

Upon completion of this session, you will be able to:

1. Assess direction and control procedures
2. Assess communication systems
3. Assess notification system, including notification of families
4. Assess procedures for addressing public affairs issues, including the importance of public information in terrorist events
5. Assess ability to conduct extended operations
6. Assess current time requirements for coordinating augmentation of resources from State and federal agencies (i.e., human and material)
7. Identify specific types of federal assistance for which you need to ask
8. Identify the adequacy of authorities for dealing with the event

<p>Objectives (con.)</p> <hr/> <ul style="list-style-type: none">• Assess ability to conduct extended operations• Assess current time requirements for coordinating augmentation of resources• Identify specific types of federal assistance for which you need to ask• Identify the adequacy of authorities for dealing with this event <p style="text-align: right;">22</p>

Content Outline

The following is the recommended content outline, but you are encouraged to adapt it to suit your needs.

Recovery from a Nuclear Terrorism Incident

Introduction

Scenario

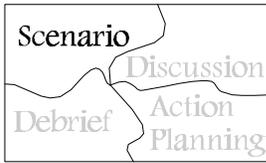
Facilitated Discussion

Debrief

Action-Planning Session

Wrap Up

Scenario Background Information



Purpose

The scenario presents a realistic account of a WMD terrorist incident. It gives participants an opportunity to compare their response plans with the requirements of an actual incident.

Show visuals as you highlight the key points of this scenario. The following information is generic information about the scenario. You are encouraged to add additional visuals or text to support any background information that you want to include. Use this information to set the scene, before you instruct participants to break seal on their scenarios.

The Immediate Threat Wanes

- Sanitation a major issue in shelters and hospitals
- National Guard assists in decontamination and containment
- Approximately 125,000 suffer radiation sickness or require decontamination
- Disaster Field Office (DFO) in full operation

23

This scene centers on the waning aspects of the immediate threat – new issues arise such as coordination efforts with federal agencies and need for assistance to support recovery efforts.

Scene III – The Immediate Threat Wanes

- Sanitation is a major issue in shelters and hospitals
- National guard assists in decontamination and containment
- Approximately 125,000 people suffer radiation sickness or were exposed and require decontamination
- Disaster Field Office (DFO) in full operation



Be sure to remove the following scenario and replace it with the one customized during the development phase of this course.

Presentation

1. Ask participants to open their scenarios and begin reading. Allow them 15 – 20 minutes to read the scenario and review/complete their questions. Questions should be answered individually.
2. Walk around the room and observe participant progress in order to determine the priority of issues to discuss.
3. Check with participants to see how many need more time prior to initiating the discussion.

Participant Background

This nuclear WMD terrorism scenario portrays an incident that your jurisdiction can use to evaluate coordination and response capabilities. You may also identify shortfalls in personnel or other resources that can be supplemented by State or federal sources. While this scenario portrays a single terrorism event, credible information indicates a probability for multiple events within a given area or other geographic locations. The scenario is intended to portray only the hypothetical technical features of a nuclear terrorism incident and does not represent an actual event.

Both standard and military times are used in the scenario; use the following chart to aid in converting times.

24-hour Clock	Standard Clock	24-hour Clock	Standard Clock
0001	12:01 a.m.	1201	12:01 p.m.
0100	1 a.m.	1300	1 p.m.
0200	2 a.m.	1400	2 p.m.
0300	3 a.m.	1500	3 p.m.
0400	4 a.m.	1600	4 p.m.
0500	5 a.m.	1700	5 p.m.
0600	6 a.m.	1800	6 p.m.
0700	7 a.m.	1900	7 p.m.
0800	8 a.m.	2000	8 p.m.
0900	9 a.m.	2100	9 p.m.
1000	10 a.m.	2200	10 p.m.
1100	11 a.m.	2300	11 p.m.
1200	12 p.m.	2400	midnight

This page is not included with Scenes II and III when this course is conducted using the one-day schedule.

Instructor's Background Information on the Incident – Scene III

With the rain, much of the radioactive fallout particles will wash out of the sky and into the soil and surrounding water shed. *[Insert a description of the water system, especially any rivers that are in the area (include the direction of flow, e.g., south to north, if a river or named stream is in the area). Describe the watershed and provide an indication of areas affected by the run-off.]* The communities in the area *[provide area names of locations potentially affected by the run off of radioactive particles]* use the watershed system for drinking and irrigation water. *[If there are no agricultural activities using irrigation in the area then adjust this section as appropriate.]*

Sanitation is a major issue in the shelters and hospitals. The safety and health of patients who were in hospitals for other reasons are compromised by the influx of patients and material contaminated with radioactive fallout. The hospitals attempt to relocate routine patients to provide additional staffing and support to victims.

Highlights of this scene include:

- ◆ It starts getting dark and raining.
- ◆ The National Guard arrives and begins to take up positions throughout the city.
- ◆ Hospitals request assistance with transporting excess patients to other facilities.
- ◆ An evacuated hospital requests transportation and other logistical support.
- ◆ Disposal of contaminated waste in the area around City Hall, contaminated equipment, and other material become a major issues.
- ◆ Environmental groups are concerned about radiation fallout and its effect on the water supply.
- ◆ The public is provided with information on the extent of the damage and the amount of radiation exposure and fallout expected in the area.
- ◆ Reports indicate that approximately 125,000 people either suffer radiation sickness or were exposed and require decontamination. *[Adjust this number as appropriate based on the demographics of the jurisdiction taking part in this activity.]*
- ◆ The DFO is situated, staffed and is in full operation.
- ◆ The JIC is inundated with calls from the media about the response effort and the lack of information provided to them.
- ◆ The President announces that he/she will visit the area to personally inspect the devastation.

Session III

Scene III : The Immediate Threat Wanes

It is *[scenario time]* (T + 7:00) on *[date of exercise/incident scenario – day of week, date]* in *[location of incident scenario – city, State]*. The sun sat at *[appropriate time]*. It is raining. The temperature is currently *[forecasted end of day temperature in ° Fahrenheit]*. *[Because it is evening, adjust background description to reflect a scenario time after sunset.]*

The rain and darkness complicate the response efforts. By *[scenario time]* (T + 6:50), members of the National Guard arrive and take up positions in and around downtown to assist the police with their duties and with the decontamination and containment efforts. The Red Cross has offered assistance in transporting food, water, medications, and other resources to shelter locations and wherever else they are needed. Officials from the EPA have contacted the *[city or jurisdiction]* Public Works Department, *[city or jurisdiction]* Safety Department and the *[State]* Department of Safety in order to coordinate efforts for monitoring radiological contamination that may have migrated into drinking water sources, surrounding lakes, rivers, and soil.

Numerous public interest and environmental groups, such as *[insert the name of at least two local environmental groups]* call the EOC and other State and local government officials. They also release statements to the media expressing concern about the long-term effect this event will have on the environment, the health of the community, and the drinking water in the area.

Several hospitals request assistance with transporting patients to other hospitals due to inadequate resources. They also request immediate assistance with monitoring incoming patients and decontamination procedures or they will be forced to turn additional patients away. Proper disposal of contaminated equipment and other material accumulating at the hospitals become a concern. The Community Health Spokesperson *[or official based on OEP review]* provides information to the public via a news conference regarding the effects of radiation under the current situation and encourages people to stay indoors. This conference was not coordinated with the Joint Information Center (JIC).

By *[scenario time]* (T + 10:30), updated reports of casualties filter in from area hospitals, shelters, and residences. It is reported that up to 75,000 people may either suffer radiation sickness or were exposed and still require decontamination and advanced medical treatment – though these numbers are not confirmed.

Additional updates have been received from the assessment teams scattered throughout the radii of damage. They indicate *[insert a brief summary of damage reports developed for scene II]*.

HHS/PHS, DoD, DOE and EPA officials are concerned about the possibility that a large number of people were not monitored for contamination before leaving the area. There is also concern that many contaminated vehicles have traveled to other jurisdictions. These same officials are extremely concerned about the spread of contamination throughout the area watershed.

By *[scenario time]* (T + 16:00), the DFO is situated, staffed, and in full operation. The JIC, handling media inquiries, is inundated with questions on the adequacy of the response effort and the lack of information provided to them and the public by State and local authorities.

During an early morning news cast at *[scenario time]* (T + 22:00), the President makes a surprise announcement that she/he will tour the area later that day to personally assess the devastation.

Facilitated Discussion

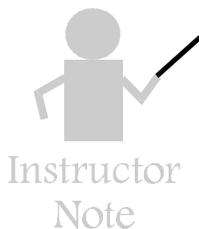


Purpose

This guided group discussion is designed to help participants understand the types of issues they will encounter and the conflicts across agencies and jurisdictions that can occur in coordinating, communicating, and responding to such an incident. It also gives participants an opportunity to assess their jurisdiction's ability to respond to such an incident.

Presentation

1. Guide a group discussion by asking the numbered questions on the following pages. These questions are not all-inclusive – use them to develop additional questions. Develop additional questions as necessary. Some additional questions are included should there be a need to stimulate further discussion.
2. As key issues and gaps are discussed, capture the group consensus on flip chart #1. As a chart is filled, either tack or tape it to the wall.
3. If the group becomes overly engrossed in a particular issue or begins to address issues strongly associated with the previous scenes, use the “parking lot” technique. (Record the point on flip chart #2 and place it in an area designated for discussion during the final action-planning session.)
4. Don't forget that good facilitators speak much less than the participants – this is an assessment activity, not a formal instructional class.
5. Encourage students to “think outside the box.”



Provide participants with a copy of the questions that does not include the answers to questions, additional questions, or the final note to the facilitator.

Be sure to touch on the following areas: Direction and Control; Communications; Public Affairs; Extended Operations; Transition Operations; and other topics such as Community and Business Recovery.

QUESTIONS – Scene III

Instructions: These questions serve to focus your thoughts on the issues associated with this portion of the scenario. Please review each question and answer as appropriate.

1. What are your priorities and response concerns at this point? Do you need to revise your agency’s strategy? What tactics are available to carry out this new strategy?

- *Using the results of action-planning sessions one and two, ask participants to develop a list of anticipated needs and concerns, as well as anticipated resource shortfalls.*
- *At this point, participants should be concerned with integrating the State and federal response as a Disaster Field Office (DFO) is established and certain management responsibilities are shared.*
- *Among the priorities that should also be considered:*
 - *Re-entry, restoration, and recovery, although these activities will be greatly complicated by the extent of the nuclear radiation hazard; and*
 - *Continuing medical surveillance and general community health response.*

Additional Questions

What response concerns are based on resource shortfalls? How will you meet (or fill) these critical needs?

- *Resource shortfalls will include personnel, equipment and supplies. The review of the EOP should indicate what types of resources are available through immediate assets or mutual support at the start of the incident. At this point, most of the local assets will be exhausted or committed.*
- *Participants should list anticipated sources of resources by category. Expect some to point to State and federal sources.*

2. How will you conduct extended response operations? Are local personnel and equipment resources adequate for the extended operations required?

- *The EOP should account for round-the-clock operations. Many jurisdictions plan to send a portion of the EOC staff home after the initial incident assessment reveals the need for extended operations. Determine who will be responsible for each function on multiple shifts.*

- *Each agency will likely be overwhelmed. The real question is how much State, federal or National Guard support is needed.*

3. Based on the information presented, what staffing levels do you foresee your agency contributing to the response effort over the next 24 hours? What problems do you anticipate?

- *Discuss the staffing pattern for the management team. The length of shifts, number of personnel, etc. should be detailed in the EOP, but should be reviewed at this time. Jurisdictions planning on 12-hour shifts should be encouraged to reconsider. Review the staffing plan and ensure the staff is optimally utilized during active periods.*

4. What are your procedures for integrating State and federal resources into your management organization?

- *The EOP should outline the procedures for State and federal integration.*
- *State and federal assistance is supplementary to the local response and as the Disaster Field Office (DFO) is established the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) will coordinate activities of the State and local governments, ARC, the Salvation Army other relief and disaster assistance organizations.*

Additional Questions

How will your agency coordinate its action with other agencies (federal, State and local) and public interest groups?

- *The FCO is the primary coordinating authority for consequence management; the FBI handles crisis management.*

With the arrival of State and federal assistance and the formation of a Joint Information Center (JIC), how will media inquiries be handled? Who in your jurisdiction is responsible for authoring media releases?

- *Media releases must be coordinated with the FBI, FEMA, and State and local authorities once the JIC has been established.*
- *The EOP should provide a detailed communications/public relations plan.*

Session III

5. How do you anticipate disposing of large amounts of contaminated waste generated during the response and decontamination phases? How will these materials be safely transported? By whom? To what locations?

- *The emergency operations plan should account for disposal of hazardous radioactive waste.*
- *The Department of Energy (DOE) has federal responsibility for the disposal of radioactively contaminated waste. The State and local EOPs should provide details on how the local HAZMAT teams interface with DOE to coordinate removal and disposal operations.*

6. When will the response phase be over? When will the recovery (cleanup/remediation) phase be over?

- *The EOP should provide guidance on concurrent activity response and recovery.*
- *The response phase will continue as long as the FBI, FEMA, and DOE are involved in the immediate area (i.e., as long as immediate criminal investigation and life-saving activities are taking place).*
- *The recovery phase will continue until the recovery plan has been fully implemented and completed (remember, “putting things back the way they were,” is not always the best answer). In the case of the induced radiation pattern, the area will likely remain radioactive for an extend period. Shielding with massive amounts of concrete or other materials may be the best option.*

7. What continuing assessments should be enacted when the cleanup phase is complete? Who will make these determinations?

- *Long-range health issues are of great concern.*
- *The EOP should provide an overview of how continuing assessments and long term monitoring are accomplished, allow the group to discuss their areas of concern and propose priorities.*

8. What are the environmental concerns related to this incident?

- *There are numerous concerns related to fallout, e.g., it is a mixture of heavy metals and other radioactive materials and may be toxic in its own right beyond the long-term*

effects on animals. The local responders might also identify some issues particular to their area.

Additional Questions

What steps will be taken by your agency to ensure adequate sanitation measures throughout the affected area?

- *The local HAZMAT plan should identify sanitation procedures related to radiological operations.*

What local requirements exist for re-entry to an evacuated area due to a HAZMAT incident?

- *The HAZMAT annex to the EOP should outline re-entry procedures.*
- *Following an incident involving radioactive materials, the local emergency management team should consider the need for “safe certification.” That is, having a “third party” lab verify the area as free from contamination.*

9. Within your jurisdiction, what psychological traumas may be anticipated? How will your agency deal with these traumas?

- *Many agencies have teams already designated to assist in such cases. In most instances, the teams will not have the capacity to handle the expected cases in an incident of this magnitude.*
- *Discuss the availability of crisis counseling. Also, refer participants to Section 416 of the Stafford Act.*

Additional Questions

How will your agency participate in death notification of civilians and your colleagues? Are personnel in your agency adequately trained in the process of death notification?

- *Death notification is always a difficult issue. The EOP should provide guidance to managers. However, at a minimum someone in the supervisory chain should be involved with the actual notification.*

Session III

10. What will you propose as a course of action to meet the resource shortfalls identified in this scenario?

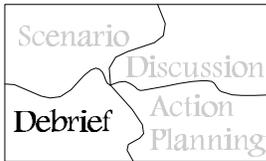
- *Let the group propose a course and record what they say. The jurisdiction can later address the adequacy or feasibility of the response. As instructors, we are not providing information on the solution to these needs.*

11. Are your jurisdiction's current plans, policies and procedures adequate for response to this phase of the incident? What steps will be necessary to upgrade these plans to an adequate level?

- *This question serves to wrap-up the day's discussions as well as the overall three-day session. The responses should serve as the basis for the summary to be presented at the conclusion of this activity.*

Note: These are not all-encompassing questions – this is a starting point. There are other issues that may arise which you must be prepared to address.

Debrief



Purpose

This activity is designed to review the key concepts covered during the assessment of the recovery phase of the WMD incident to help participants begin associating the concepts with specific needs. This activity serves as the debriefing for the session – prior to beginning the action-planning phase.

Presentation

1. Refer participants to the *Review and Action Log* in their participant guide.
2. Review the issues and gaps on the charts posted in the room. After reviewing, allow participants time to brainstorm to determine if additional issues should be included. Conduct a round-robin style discussion. Provide participants the opportunity to briefly discuss key issues.
3. Point out selected key issues that participants have mentioned.
4. After concluding the debriefing, tell participants to turn to the action-planning section.



Use the log on the following pages as a facilitation tool during the brainstorming portion of the debriefing. Capture comments from each department, agency, or activity represented.

Session III

Review and Action Log	
Key Issues	How It Affects Me or My Agency: What Do I Need to Know or Do
A nuclear detonation causes extensive damage to property, however, recovery must focus on decontamination and monitoring to ensure the public safety. Analysis of the attack for the purpose of improving response capability is essential. After-action reports are good sources of information.	
You must become familiar with your State's roles and responsibilities in a WMD incident.	
The FBI is designated as lead agency for crisis management response to terrorist incidents by Presidential Directive. This Directive and other statutes give the FBI the lead role in law enforcement response throughout the investigation.	
WMD incidents can easily grow into long-duration events due to the complexities that are faced. The planning process is a critical element in preparing to deal with WMD incidents.	
Federal disaster assistance is made available through the Robert T. Stafford Disaster Relief and Emergency Act. Through this Act, aid is generally available on a 75/25 Federal-State/local match.	
Traditional disaster assistance programs can supplement a long-term recovery program, but do not replace the local government's responsibility.	
Deploying resources will be just one of your problems; another problem will be dealing with the overabundance of people who offer their services.	
You may encounter a situation of "no movement" because of too much help. Be aware that these issues exist, and plan accordingly.	

Wrap Up



Purpose

The wrap up should conclude day-three session and prepare for final action-planning phase.

Presentation

1. Thank participants for their active participation.
2. Highlight the accomplishments of the day.
3. Transition to Final Action-Planning Session.

Section 7 – Course Action-Planning Session

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Course Action-Planning Session

Purpose

Purpose

- Designed to provide an opportunity to review the action planning steps and establish an overall program enhancement plan

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This session is designed to provide participants with an opportunity to review the action planning steps developed during the action planning sessions and establish an overall program enhancement plan.

Presentation

1. Use the 30 previously identified actions as the basis for this discussion and prioritization.
2. Develop in advance and provide as both student handouts and wall charts the twenty priority actions developed during the first two sessions.
3. Using facilitated discussion, review the 30 actions identified during the previous discussion sessions. Attempt to develop a group consensus using the “majority rules” method and create a list ranking these needed actions. (*Note:* In most jurisdictions the Chief Executive or elected official has veto/approval authority and opinions must consider this.)
4. Unlike the previous action planning sessions, do not attempt to sort the issues by program, training, or resources.
5. After the list has been ranked, review the assigned responsibilities with the group. If any one agency has an inequitable share of the actions, confirm with the group that that division of labor is appropriate.



This list of actions and responsible parties forms the foundation of the activity report.

Use a round-robin discussion to ensure each member of the group participates in the prioritization.

Course Action Planning

Action-Planning Guide					
Action/Task/ Follow-Up	Individual or Agency Responsibility	People Who Should Be Involved	Resources and Possible Sources	Timeline	
				Short Term	Long Term

Section 8 – Summary and Conclusion

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Summary and Conclusion

Purpose

Purpose

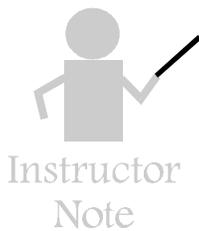
- Provides an opportunity to review the course
- Gives participants the chance to provide comments on the course

25

This session provides participants with the opportunity to review the course. This session also gives participants the opportunity to provide comments on the course.

Presentation

1. Provide concluding remarks on course/workshop. Provide highlights of lessons learned throughout the course.
2. Review objectives and outcomes of the course.
3. Stress the importance of implementing the action plan developed during the last lesson.
4. Provide time for the participants to complete the course evaluation tool found in the student manual.
5. Graduation – distribute certificates of completion/training.



Because class members will be ready to leave and return to their offices or home, keep the concluding lesson brief.

If participants seem willing to provide detailed comments, allow time. Don't put on any pressure, however.

Congratulate the participants on their performance and thank them for their efforts.

Immediately following the departure of the participants, gather all written material to keep as references for course report.

- Debrief recorder/assistant instructor and record or review their observations and comments.

Section 9 – References

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Background Information on WMD Incidents

What is Terrorism?

For the purposes of this course, terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom.

What is Weapons of Mass Destruction Terrorism?

Weapons of Mass Destruction (WMD) Terrorism as defined by Presidential Decision Directive 39 (PDD-39) is the use of nuclear weapons or biological, chemical, and radiological agents and/or materials by terrorists.

Facts on Terrorism

- On February 29, 1993, a bombing in the parking garage of the World Trade Center in New York City resulted in the deaths of five people and injuries to thousands. The bomb left a crater 200 by 100 feet wide and five stories deep. The World Trade Center is the second largest building in the world and houses 100,000 workers and visitors each day.
- In the Centennial Olympic Park-Olympic Games Bombing in Atlanta, Georgia, in 1996, there were two deaths and 110 injuries.
- The Department of Defense (DoD) estimates that as many as 26 nations may possess chemical agents and/or weapons and an additional 12 may be seeking to develop them.
- In recent years, the largest number of terrorist strikes have occurred in the Western United States and Puerto Rico. Attacks in Puerto Rico accounted for about 60 percent of all terrorist incidents that occurred on United States territory between 1983 and 1991.
- The Central Intelligence Agency (CIA) reports that at least 10 countries are believed to possess or be conducting research on biological-agents weapons.
- In the United States, most terrorist incidents have involved small extremist groups who use terrorism to achieve a designated objective. Local, State, and Federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack.
- A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities or their public services or an incident involving chemical or biological events.

Responding to a WMD Incident: Things You Should Know

- There is an increased concern about how to deal with the threats posed by weapons of mass destruction. A WMD incident challenges the confidence of emergency response personnel and the capacity of the health care system.
- Most local emergency management systems require an enhanced capability to manage a WMD threat. They require a capability for agent identification, personal protection, decontamination, and effective initial and definitive treatment modalities.
- Health systems for response to WMD require the following: agent identification, safe extraction and antidote administration; victim decontamination, triage and primary care; emergency medical transportation; local and regional definitive medical care; forward movement of victims for further care; appropriate disposition of the deceased; and decontamination of the incident site.
- Close cooperation with other emergency response groups, agencies, and individuals is essential; that is at the federal level, interdepartmental, interagency; then a federal/State/local government cooperative effort; and then a public/private effort.
- Responding to criminal incidents involves many tasks and can become very complex. No one response agency can handle the breadth and depth of tasks that must be done.
- Teamwork and an appreciation for the roles of other responders are crucial to effective working relationships.
- Good working relationships will help increase the probability of successful safe operations for:
 - rescue and treatment of victims;
 - gathering of physical evidence;
 - restoration of uninterrupted utilities;
 - prosecution of perpetrator(s); and
 - continued relationships for the future.
- You must consider the political atmosphere in your community. Elected officials will experience anger and frustration from the public's feeling of helplessness.
- You must also plan for the unexpected. Key staff people may be out of town or unable to handle the pressure, or adverse weather may delay help.
- The public is likely to panic due to their unfamiliarity with the event. It is important to have accurate health-related information available. You don't want to risk the public's perception that you don't know what you are talking about. Remember the Midwest flood, "Cannot even tell us how long to boil water, how can we trust them on vaccination?"

Key Factors to Consider When Developing a WMD Terrorism Annex to the EOP

The following are some key factors that you should consider when developing your WMD Terrorism Annex.

Nature of the Hazard

Describe the nuclear devices of primary concern, including information on the physical effects of these devices that have a direct bearing on emergency planning and response – i.e., the radii of damages; behavior in fires, and persistence in the environment (half-life); makeup, symptoms and characteristics; and the short-term and long-term effects.

Risk Area

Emergency response plans must reflect the fact that a nuclear detonation will affect different areas in different ways and at different times. Areas near the point of detonation are likely to experience almost absolute destruction, while areas farther away are likely to experience varying degrees of damages depending on structural characteristics and topography. The plans should provide for the most rapid and effective protective actions possible. For locations farther away, but still possible within the risk zone of contamination by the hazard, plan for public protective actions, including the possibility of having time to evacuate the public in an orderly fashion. Also, plan for the possibility of sheltering populations who can not be evacuated in time. Consider consequence management plans for those not in the immediate area of the contaminant.

Response Actions – Things to Think About

Direction and Control

Who's In Charge? How will your agency's actions be coordinated with the actions of other agencies? What conflicts may be anticipated due to the need to simultaneously conduct extensive criminal investigatory and response functions? What conflicts may be anticipated between the overlapping federal, State, city, and local jurisdictions? What written policies provide guidance on these issues?

What will be the effect of a WMD incident on your integrated command structure? How will it change?

What support will you receive from other agencies?

Do you know who has coordination responsibilities for this effort? Where are these duties specified?

Emergency Operations (Evacuation and Sheltering)

What policies do you have in place regarding evacuation, specifically the following: (emergency powers, safe routes, assist the special populations (elderly, handicapped, special needs), security for evacuated properties?)

What areas will you evacuate? How long do you think it will take?

Where will you send these evacuated people? What routes will you designate?

Who can order an evacuation?

Who will manage the traffic and designate traffic routes to prevent traffic congestion?

What plans and procedures do you have in place for temporary shelters? Do you know who is responsible for coordinating shelter arrangements? Do you have sufficient shelters pre-arranged for use?

Do you have areas designated for shelters?

Public's Needs

Do you have arrangements in place to meet the public's immediate needs for food and water?

The Medical Response Effort

The public will think they have been exposed – and may overload hospitals. In Japan, there were a reported 5,500 casualties (12 deaths, 17 critical patients, 37 severe, and 984 moderate, with another 4,000 casualties who seemingly had nothing wrong with them, but who reported to medical facilities). How are you going to handle the influx of people who have not been exposed – but think they have? You are going to have to deal with these people quickly – in order to find and deal with the people who have been exposed.

What about drug treatments? Will they only be available for use in a medical facility? Will you have access to the required antidotes? How will you get the vaccine quickly?

Resource Requirements (Equipment, Supplies)

- Respirators
- Radiological protective clothing and suits
- Gloves
- Boots
- Goggles

References

Response Actions – Things to Think About

- Face shields
- Hard hats
- Hoods
- Safety glasses
- Must be trained to use equipment and must be maintained
- All personal protective equipment (PPE) must be approved

Will you have adequate supplies for decontamination efforts?

What resource shortfalls do you anticipate? What specific assistance will you need from the State government?

Decontamination

Who will alert you if internal protective actions are required?

How will you be notified of contaminated or exposed patients?

What is the level of field decontamination that patients will receive?

What arrangements will you need to make for extensive decontamination at the scene?

How will you monitor the scene to control the spread of the contaminant? Do you have written procedures to address this?

How Prepared Are You and Your Agency to Deal with Recovery Issues?

Things to Think About

Resource Requirements (Equipment, Supplies, Personnel)

Do you have procedures in place to specify how extended operations should be conducted?

Do you have alternates to meet resource requirements when you experience a shortfall? Do you have these arrangements in writing?

What plans will you consult regarding ongoing staffing requirements?

Clean-up, Debris Disposal and Decontamination

Who is responsible for the disposal of contaminated clothing, articles, and dead bodies?

How will these materials be safely transported? Does your EOP/SOP specify waste disposal locations and identify who will do it?

Do you know if your locality and State has promulgated regulations regarding hazardous waste disposal?

Do you have mechanisms in place to quickly remove the contaminant so that businesses can reopen quickly?

Economic Recovery

Do you have plans in place to retain businesses during the recovery phase?

Mental and Physical Health

How will your agency deal with psychological traumas? Does your agency have arrangements or agreements with agencies to perform critical stress incident counseling? Do you know how to obtain federal assistance for this service?

Do you know what type of medical surveillance, if any, will be required?

References

Presidential Decision Directive 39 (PDD-39) Unclassified

U.S. POLICY ON COUNTERTERRORISM

1. General. Terrorism is both a threat to our national security as well as a criminal act. The Administration has stated that it is the policy of the United States to use all appropriate means to deter, defeat and respond to all terrorist attacks on our territory and resources, both people and facilities, wherever they occur. In support of these efforts, the United States will:

- Employ efforts to deter, preempt, apprehend and prosecute terrorists.
- Work closely with other governments to carry out our counterterrorism policy and combat terrorist threats against them.
- Identify sponsors of terrorists, isolate them, and ensure they pay for their actions.
- Make no concessions to terrorists.

2. Measures to Combat Terrorism. To ensure that the United States is prepared to combat terrorism in all its forms, a number of measures have been directed. These include reducing vulnerabilities to terrorism, deterring and responding to terrorist acts, and having capabilities to prevent and manage the consequences of terrorist use of nuclear, biological, and chemical (NBC) weapons, including those of mass destruction.

a. Reduce Vulnerabilities. In order to reduce our vulnerabilities to terrorism, both at home and abroad, all department/agency heads have been directed to ensure that their personnel and facilities are fully protected against terrorism. Specific efforts that will be conducted to ensure our security against terrorist acts include the following:

- Review the vulnerability of government facilities and critical national infrastructure.
- Expand the program of counterterrorism.
- Reduce vulnerabilities affecting civilian personnel/facilities abroad and military personnel/facilities.
- Reduce vulnerabilities affecting U.S. airports, aircraft/passengers and shipping, and provide appropriate security measures for other modes of transportation.
- Exclude/deport persons who pose a terrorist threat. Prevent unlawful traffic in firearms and explosives, and protect the President and other officials against terrorist attack.
- Reduce U.S. vulnerabilities to international terrorism through intelligence collection/analysis, counterintelligence and covert action.

b. Deter. To deter terrorism, it is necessary to provide a clear public position that our policies will not be affected by terrorist acts and we will vigorously deal with terrorist/sponsors to reduce terrorist capabilities and support. In this regard, we must make it clear that we will not allow terrorism to succeed and that the pursuit arrest and prosecution of terrorists is of the highest priority. Our goals include the disruption of terrorist-sponsored activity including termination-of financial support, arrest and punishment of terrorists as criminals, application of U.S laws and new legislation to prevent terrorist groups from operating in the United States, and

application of extraterritorial statutes to counter acts of terrorism and apprehend terrorists outside of the United States. Return of terrorists overseas, who are wanted for violation of U.S. law, is of the highest priority and a central issue in bilateral relations with any State that harbors or assists them.

c. Respond. To respond to terrorism, we must have a rapid and decisive capability to protect Americans, defeat or arrest terrorists, respond against terrorist sponsors, and provide relief to the victims of terrorists. The goal during the immediate response phase of an incident is to terminate terrorist attacks so that the terrorists do not accomplish their objectives or maintain their freedom, while seeking to minimize damage and loss of life and provide emergency assistance. After an incident has occurred, a rapidly deployable interagency Emergency Support Team (EST) will provide required capabilities on scene: a Foreign Emergency Support Team (FEST) for foreign incidents and a Domestic Emergency Support Team (DEST) for domestic incidents. DEST membership will be limited to those agencies required to respond to the specific incident. Both teams will include elements for specific types of incidents such as nuclear, biological or chemical threats.

The Director, FEMA, will ensure that the Federal Response Plan is adequate for consequence management activities in response to terrorist attacks against large U.S. populations, including those where weapons of mass destruction are involved. FEMA will also ensure that State response plans and capabilities are adequate and tested. FEMA, supported by all Federal Response Plan signatories, will assume the Lead Agency role for consequence management in Washington, D.C. and on scene. If large-scale casualties and infrastructure damage occur, the President may appoint a Personal Representative for Consequence management as the on scene Federal authority during recovery. A roster of senior and former government officials willing to perform these functions will be created and the rostered individuals will be provided training and information necessary to allow them to be called upon on short notice.

Agencies will bear the costs of their participation in terrorist incidents and counterterrorist operations, unless otherwise directed.

d. NBC Consequence Management. The development of effective capabilities for preventing and managing the consequences of terrorist use of nuclear, biological or chemical (NBC) materials or weapons is of the highest priority. Terrorist acquisition of weapons of mass destruction is not acceptable and there is no higher priority than preventing the acquisition of such materials/weapons or removing this capability from terrorist groups. FEMA will review the Federal Response plan on an urgent basis, in coordination with supporting agencies, to determine its adequacy in responding to an NBC-related terrorist incident; identify and remedy any - shortfalls in stockpiles, capabilities or g; and report on the status of these efforts in 180 days.

References

Robert T. Stafford Disaster Assistance and Emergency Relief Act, Section 416

{§ 416}

§ 5183. Crisis counseling assistance and training

The President is authorized to provide professional counseling services, including financial assistance to State or local agencies or private mental health organizations to provide such services or training of disaster workers, to victims of major disasters in order to relieve mental health problems caused or aggravated by such major disaster or its aftermath.

ACRONYMS

ACOM	Atlantic Command
AEM	Area Emergency Manager
AID	Agency for International Development
AMC	Army Materiel Command
AMS	Atmospheric Monitoring System
ARAC	Atmospheric Release Advisory Capability
ATSDR	Agency for Toxic Substance and Disease Registry (PHS)
BSI	Base Support Installation
CAT	Crisis Action Team (DOMS)
CBRDT	Chemical/Biological Rapid Deployment Team
CDC	Center for Disease Control
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response Compensation and Liability Act
C ^O M	Consequence Management
C ^R M	Crisis Management
CRTF	Commander, Response Task Force
DALO	Disaster Area Liaison Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Team
DOE	Department of Energy
DOJ	Department of Justice
EAS	Emergency Alert System
ECC	Emergency Command Center
EICC	Emergency Information and Coordination Center
EMP	electromagnetic pulse
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EOD	Explosives Ordnance Detachment
EOT	Emergency Operations Team
EPA	Environmental Protection Agency
EPSP	Emergency Pharmaceutical Support Plan
ERAMS	Environmental Radiation Ambient Monitoring System
ERT	Emergency Response Team
ERT-A	Emergency Response Team-Advance Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
EST	Emergency Support Team

References

ETA	Estimated Time of Arrival
FAST	Federal Agency Support Team
FCO	Federal Coordinating Officer
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FOSC	Federal On-Scene Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
g	grams
GIS	Geographic Information System
HA	Hazards Assessment
HAZMAT	Hazardous Materials
HHS	Department of Health and Human Services
HIT	Hazardous Incident Team
HMT	Hazardous Materials Team
IC	Incident Commander
ICS/UC	Incident Command System/Unified Command
IND	Improvised Nuclear Device
IMA	Individual Mobilization Augmenter
IRR	Initial Response Resources
IRT	Incident Response Team
JCSE	Joint Communications Support Element
JIC	Joint Information Center
JNACC	Joint Nuclear Accident Coordination Center
JOC	Joint Operations Center
km	kilometer
kt	kiloton
LFA	Lead Federal Agency
LSC	Life Support Center
MACC	Multi-Agency Coordination Center
MATTS	Mobile Air Transportable Telecommunications System
MERRT	Medical Emergency Radiological Response Team
MERS	Mobile Emergency Response Support
MHC	Mobile Health Clinics
MKT	Mobile Kitchen Trailer
MOB Center	Mobilization Center
MOU	Memorandum of Understanding

MSA	Mine Safety Association
MSU	Management Support Unit
NAOC	National Airborne Operations Center
NASA	National Aeronautical and Space Administration
NBC	Nuclear, Biological, or Chemical
NCC	National Coordination Center
NCP	National Contingency Plan
NCR	National Capital Region
NDMS	National Disaster Medical System
NECC	National Emergency Coordination Center
NICT	National Incident Coordination Team
NIFC	National Interagency Fire Center
NMDS	National Disaster Medical System
NOK	next of kin
NRC	Nuclear Regulatory Commission
NRC	National Response Center
NRS	National Response System
NRT	National Response Team
NSC	National Security Council
OEMP	Office of Emergency Planning
OEP	Office of Emergency Preparedness
OSC	On-Scene Coordinator
OES	Office of Emergency Services
PHS	Public Health Service
PPE	Personal Protective Equipment
PSN	Public Switched Network
psi	pounds per square inch
Pu	Plutonium
RAP	Radiological Assistance Program
RDD	Radiological Dispersion Device
REAC/TS	Radiological Emergency Assistance Center/Training Site
RECC	Regional Emergency Communications Center
REM	Roentgen Equivalent Man
REOC	Regional Emergency Operations Center
RFA	Request for Assistance
RICT	Regional Incident Coordination Team
ROC	Regional Operations Center
RPM	Radiological Program Managers
RRC	Regional Response Center
RRT	Regional Response Team
RTF	Regional Task Force

References

SCO	State Coordinating Officer
SIOC	Strategic Information and Operations Center
SITREP	Situation Report
TERMM	Transportable Emergency Response Monitoring Module
TEU	Technical Escort Unit
TSP	Telecommunications Service Priority
U	Uranium
US&R	Urban Search and Rescue
USCG	United States Coast Guard
uCi/m ²	microcuries per square meter
VA	Department of Veterans Affairs
VANTS	VA National Telecommunications System

DEFINITIONS

Access – Close physical proximity to a radiological agent, container or munitions, under circumstances that could provide an opportunity to acquire, release, tamper with, damage, or come in direct contact with the chemical agent.

Consequence Management (C^OM) – Involves measures to alleviate the damage, loss, hardship, or suffering caused by emergencies. It includes measures to restore essential government services, protect public health and safety, and provide emergency relief to affected governments, businesses, and individuals.

Contamination – The deposit and/or absorption of radiological agents on and by structures, personnel, or objects.

Crisis Management (C^RM) – Involves measures to resolve the hostile situation, investigate, and prepare a criminal case for prosecution under federal law.

Decontamination – The process of decreasing the amount of radiological agent on any person, object, or area by absorbing, destroying, ventilating, or removing radiological agents.

Marshaling Area – An area used to store resources when the capability to provide transportation directly from the point of origin to the Mobilization Center into the affected area is restricted.

Nuclear Event Site – The geographical location of the nuclear event.

Staging Area – The facility at the local jurisdictional level near the disaster site where personnel and equipment are assembled for immediate deployment to an operational site within the disaster area (local or State control AKA final staging area).

RESOURCES

Centers for Disease Control Contact:

Emergency Response Coordination Group

4770 Buford Highway

Atlanta, GA 30341-3724

Phone: (770) 488-7100 – 24-hour phone line

Fax: (770) 488-7107

Weapons of Mass Destruction – Evaluation Form

*Federal Emergency Management Agency
Emergency Management Institute*

Directions: Your comments are an integral part of course design. Please assess the effectiveness of this training activity by answering the following questions.

Name _____
Title/Position _____
Agency/Organization _____
Jurisdiction (City, County, State) _____
Date of Course _____

1. Scenario Used

(check one – if multiple scenarios are conducted, complete a separate evaluation form for each)

- Biological – Anthrax (persistent biological agent)
- Chemical – Sarin (non-persistent nerve agent)
- Chemical – VX (persistent nerve agent)
- Nuclear (improvised nuclear device)
- Radiological (radiological dispersion device)

2. What was the timeframe used for conducting the course?

- One day
- Three days
- Other: _____

3. Based on the facilitated discussion and action-planning session(s), identify the functional areas in your jurisdiction that require further planning, training or resources in emergency management and response with regard to a terrorist incident involving weapons of mass destruction. (Check all that apply.)

Planning	Training	Resources	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Emergency Management Infrastructure
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Elected/Appointed Officials
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Fire Department
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Emergency Medical Services
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Law Enforcement
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Hazardous Materials Team
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Public Works
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Transportation
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Public Health and Safety
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Volunteer Organizations
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Neighboring Jurisdictions (mutual support)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	State Agencies within Jurisdiction
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Regional Federal Agencies
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Military Representatives within Jurisdiction
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Other (describe):

4. Based on the action-planning session, list the top three priorities for follow-up. Include the following information: the action and or task, what agency is responsible, point of contact, and the timeframe within which this action should be completed.

Item	Action	Responsible Agency	Point of Contact	Timeframe
1				
2				
3				

5. Having completed this course, do you have a better understanding of how to manage and respond to a WMD terrorism situation such as that described in the scenario? Why or why not?

6. Rate the following with regard to the course materials:

Rank the following according to this scale:

Content	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Was clear and well organized	5	4	3	2	1
Was relevant to course objectives	5	4	3	2	1
Activities were useful	5	4	3	2	1
Was technically accurate and current	5	4	3	2	1
The length of the course was appropriate	5	4	3	2	1
Course Materials					
Were well organized	5	4	3	2	1
Were helpful	5	4	3	2	1
Visuals were effective	5	4	3	2	1
Activities were challenging	5	4	3	2	1
Will be used in the field	5	4	3	2	1

7. How could the course be improved?

8. What were the strengths and weaknesses of the course?
